DOCUMENT RESUME

ED 166 830 EA 011 341

AUTHOR	Levine, Donald M.; Hahn, Peter T.
TITLE	Accountability and the Tarryford Public School System. A Technical-Behavioral Analysis. Appendix C.
INSTITUTION	Columbia Univ., New York, N.Y. Teachers College.
SPONS AGENCY	National Inst. of Education (DHEW), Washington, D.C.
BUREAU NO	4-07-64
PUB DATE	[76]
GRANT	NIE-G-74-0053
NOTE	245p.; For related documents, see EA 011 338-340
EDRS PRICE	MF-$0.83 HC-$12.71 Plus Postage.
DESCRIPTORS	*Administrator Attitudes; *Adoption (Ideas); Case Studies; *Educational Accountability; Educational Research; Elementary Secondary Education; *Organizational Change; Program Development; Questionnaires; School Systems; *Teacher Attitudes

ABSTRACT

This study is a technical-behavioral analysis of an accountability program based on the planning programming budgeting system (PPBS). The purpose of the study was to develop a model that school systems can use in implementing accountability systems. The project explored the idea that when formal management systems are introduced into schools, they ignore individual reactions and thus elicit resistance. Questionnaires were distributed to teachers, administrators, and support staff in a school district. The report suggests that, in addition to understanding the dynamics of school operations, administrators need to study the implementation of accountability systems to help future school planning. (Author/LD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED166830

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

APPENDIX C

ACCOUNTABILITY AND THE TARRYFORD PUBLIC SCHOOL SYSTEM

A Technical-Behavioral Analysis

DONALD M. LEVINE, PETER T. HAHN,
and
THE ACCOUNTABILITY RESEARCH GROUP
Teachers College, Columbia University

This study was undertaken as part of the project,
"A Model for Implementing Accountability Systems in Education,"
and was funded by The National Institute of Education
(Grant Number NIE-G-74-0053, Project Number 4-07-64).

EA 011 341

The Accountability Research Group
Teachers College, Columbia University

Donald M. Levine, Project Director
Thomas V. Maguire, Senior Research Associate

Peter T. Hahn, Director of Field Research
William A. Wenck, Jr., Associate Director of Field Research

Grace Boynton, Research Assistant/Field Worker
William Foley, Research Assistant/Field Worker
Gladys Frankel, Research Assistant/Field Worker
Steven Lorch, Research Assistant/Field Worker
Robert S. Stewart, Research Assistant/Field Worker

Kristine Fleisher, Field Worker
Dani Friedman, Field Worker
Jonathan Schaul, Field Worker
Susan Taylor, Field Worker

Craig Calhoun, Senior Research Consultant
Laurence Gould, Senior Research Consultant
Harry Levinson, Senior Research Consultant

The project presented or reported herein was performed pursuant to a grant from the National Institute of Education, Department of Health, Education, and Welfare. However, the opinions expressed herein do not necessarily reflect the position or policy of the National Institute of Education, and no official endorsement by the National Institute of Education should be inferred.

TABLE OF CONTENTS

I. Genetic Data 1

A. Identifying Information 1
    1. Situation of the initial research contact 5
    2. Circumstances of the study 7
    3. Special conditions affecting the validity of the study 11
    4. First overall impressions 14
B. Historical Data 17
    1. The primary purpose for initiating the study .17
    2. Problems of the organization as stated by key figures 18
        a. Problems associated with the internal environment 19
        b. Problems associated with the outside environment 23
    3. Background information 41
        a. Key developmental phases 41
        b. Major crises experienced by the organization 45
            1. Natural catastrophes 45
            2. Loss of key personnel 46
            3. Labor problems 46
            4. Financial emergencies 48
            5. Technological changes 49
            6. Political environment changes 50
        c. Service history 52
            1. Development and change of organizational goals 52
            2. Sequence in development service 54
            3. Relative success or failure in various stages of service history 56
            4. Special skills of the organization . . . 58
            5. Performance reputation and record 60
        d. Organizational folklore 60

II. Description and Analysis of Current Organization as a Whole 61

A. Structural Data 61
    1. Formal organization 61
    2. Physical resources 62
    3. Ecology of the organization 65
    4. Financial structure 66
    5. Board of education and district personnel . . .69
    6. Policies and procedures 77
    7. Time span and rhythm 83

- B. Process Data 85
  - 1. Communication systems 85
    - a. Quantitative indications of contact within the district 87
    - b. Indications of communication in reference to work 88
    - c. Suggestions indicating desire for enhanced communication 91
    - d. Qualitative indications of contact with others in the school district 92
      - 1. The Wampus School 95
      - 2. The Coman Hill and Bear Ridge Schools . . 98
      - 3. The Crittenden School 102
      - 4. The High School 107
      - 5. Central Office 113
      - 6. The Community and the Outside World . . .115

III. Interpretative Data 120

- A. Current Organizational Functioning 120
  - 1. Organizational perceptions 120
    - a. Direction and span of attention 121
    - b. Degree of alertness, accuracy and vividness 123
    - c. Assessment of the discrepancy between reality and perceived reality 126
  - 2. Organizational knowledge 131
    - a. Acquisition of knowledge 132
      - 1. Methods of obtaining new knowledge . . . 132
      - 2. Receptivity to new knowledge 134
    - b. Use of knowledge 136
      - 1. How is it brought together 136
      - 2. How is knowledge organized and systemized 136
      - 3. Organizational conditions affecting the use of intellectual sources 137
  - 3. Organizational language 138
    - a. Themes and content 138
    - b. Organizational ideology 139
    - c. Emotional atmosphere of the organization 142
      - 1. The prevailing mood and range of the emotional atmosphere 143
      - 2. Intra-organizational variability of emotional atmosphere 144
    - d. Organizational action 152
      - 1. Energy level 152
      - 2. Qualities of action 154

B. Attitudes and Relationships 159
  1. Relations to things and ideas 161
    a. Quality and intensity of relations to management systems 161
      1. Attitudes about management systems from the questionnaire 164
      2. Attitudes about management systems from the interviews 167
    b. Time 181
    c. The meaning of work in the organization 182
C. Authority, Power and Responsibility 184
  1. How does the organization regard power 184
  2. How does the organization handle authority 187
  3. Attitudes about the self 189

IV. Analysis and Conclusions 192

A. Organizational Integrative Patterns 192
  1. Appraisal of the effect of the environment on the organization 192
  2. Appraisal of the effect of the organization on the environment 196
  3. Appraisal of the organization 196
    a. Special assets 196
    b. Impairments 198
    c. Level of integration 200
    d. Overall effectiveness and facade 204
B. Summary and Recommendations 205
  1. Negative characteristics 206
  2. Goals on which to focus 208
  3. Good trends to maintain 212

Appendix

A. Situational Matrix
B. Interview Matrix
C. Tarryford Public School System Organization Chart
D. General Questionnaire
E. Written Questionnaire
F. Interview Outline

I. GENETIC DATA

A. Identifying Information

The Tarryford School System is located in Green County, approximately 35 miles from Johnson City and serves the communities of Redding, Stuyvesant, Greenville, and Fairfield, whose total population is 2,200 families. The community is predominantly residential, but is the home of several large corporation, whose presence is ubiquitous in the local socioeconomic and political environment. In the fall of 1975 a survey conducted by Green's Planning Commission (New York Times, September 25, 1975) suggested that population changes in the area may mark the end of an era of growth. County Executive, Benjamin Nash commented: "It suggests a county that is getting older and somewhat poorer, with new housing increasingly scarce, and the younger, more productive residents leaving." The Green report also forecasted major changes in the composition of age groups - a major drop in the twenty and under age group and an increase in the group over sixty-five years of age. Projections made about the school system also suggested population variance in the future. Decline in enrollment over the next five years is estimated to be nearly 3.9%, while the average cost per pupil has increased 12.2% in the past year. (These figures represent projections developed in preparing the 1974-1975 budget and do not imply current trends. Data resources included the 1974-1975 fiscal year.)

The 1974-1975 budget was approximately $7,250,000, 74%

of which is funded through local tax revenues, while 21% of the funding is derived from state sources. The budget increase from the previous year was approximately 6.7% and much of which is reflected in increased salaries. A larger increase was, however, offset by a cash debit balance from the previous year, whose effect was a 3.6% containment of the budget increase. In the 1974-75 budget, debt service amounted to 10% of the budget, although this proportion is in decline. Major increases in the 1974-75 budget were allocated to the central office and Board functions; "...judgment, property tax, planned balance and S.E.D. administrative costs". Similarly, under instruction, increases were realized in the guidance and health activities and also in support services such as the operation and maintenance of school lunch programs. In recent years attempts have been made to equalize the tax burden of the school budget. As of 1975, 5.3 million dollars came from local tax levies. Of this, the town of Redding contributed 4.7 million, Fairfield 23 thousand dollars, Stuyvesant 29 thousand, and Greenville 57.6 thousand.

The community is served by a modern school complex including the Rosedale, Westly and Williams Elementary Schools, the Lincoln Middle School and the Tarryford High School. Curriculum has been recently reorganized under a grade Adams system for each of the instructional levels; elementary, middle and High School. Curriculum decision-making is localized to individual school committees which in turn report their recommendations to cluster committees and finally to a district-wide curriculum coordinating committee. The budget statement for the 1974-75 school year suggested that the new structure's objective was to "encourage greater participation by staff members in basic decisions about the evaluation program." The school system services 2137 students and has a professional staff of 152. In the central office the Superintendent is aided by an Assistant Superintendent of Business, while several specialists provide the district with programs in the areas of special education, health and guidance. Salaries, fees, and benefits amount to over 70% of the annual school budget.

In response to growing economic pressures the central administration and the Board have taken steps to equalize the tax burden and initiate steps in the school district to more efficiently allocate educational resources. A modified program budgeting system has been implemented as a foundation for future planning of school services and costs. These activities are to be supported by a management information system utilizing SED (State education Development) computer facilities. Financial, demographic, and eventually achievement data will be processed for the express purpose of formulating future policies in light of changing conditions within the school system, the community, and the larger society.

Current instructional practice emphasizes the individual needs of different students. College preparation and, to a lesser extent, vocational training have been the informal objectives of the High School curriculum, while preparation of life skills, independent study and alternative media of discovery are the capstones of the school's program. The Midule School was conceived with the intention of testing the special emotional and developmental needs of the preadolescent. The instructional program stresses the team teaching concept, supplemented by the use of resource centers open to students during unscheduled periods of the day. The Middle School staff is devoted to constant reappraisal or individualization and meets in committee regularly to propose changes relevant to the needs of children from ages five through eight. At the elementary level the intimate pupil/teacher relationship is stressed, while at the Middle School the student is eased into the more departmentalized experience of later educational structure. Elementary staff members stress the development of basic skills complemented by opportunities for individual inquiry and discovery, an appreciation for life-long learning. The concept of education at the elementary level suggests the importance of the educational process as well as the outcome of learning activities. Currently the elementary programs in reading, science, and the social sciences are being reviewed by the curriculum committee within the individual schools, again in the interest of determining the most useful goals, tasks and outcomes conducive to the achievement of instruction for individual needs and interests. The school district as a whole presents a uniquely innovative and microsensitive educational program for the individual development of its children.

1. Situation of the initial research contact

This study was initiated under a grant from the National Institute of Education for the study of the implementation of accountability systems in educational organizations. With the participation of the Tarryford School System (and 2 others), the study seeks to develop a model which school systems can utilize in implementing accountability systems. The project is fundamentally based upon the premise that accountability systems (formal management systems) are designed and implemented with inadequate concern to the reactions of those individuals in the organization who must essentially adapt to "new expectations" policy. These neglects have been, in our opinion, previously related to the level of resistance elicited by accountability experiments in schools. Similarly it is our observation that implementation policies and strategies are essential mechanisms for integrating the individual and group into the local accountability effort. Thus we suggest that the study of implementation practices in school settings, in conjunction with understanding the dynamics of school operations, will yield important knowledge for future school planning.

Tarryford was recommended to the principal investigator on the basis of its reputation among local metropolitan school districts and because of its previous experiences with formal management systems: PPBS. The sophistication of the school community, the highly professional nature of the faculty and the encouragement of the Superintendent made the Byram Hills setting ideal for research. Similarly the district's variable courtship with Programming, Planning and Budgeting suggested an organization with a multi-faceted response to accountability. The Tarryford setting also conformed to the specifications of the research design. The district, along with the other two sites, presented the project staff with a research location accurately fulfilling the matrix design described in the appendix. As a district, Tarryford was small, suburban, high socioeconomic status and predominately white. These characteristics, along with Tarryfords' mixed reaction to accountability suggested its inclusion in the research project.

Once the district was chosen by the principal investigator, the Superintendent was approached about participation in the research effort. A letter of introduction and several visits to the school community by the principal investigator and senior staff members, introduced the Superintendent and his staff to the theoretical orientations, the chronology, the participating district roles and the proposed outcomes of the study. The project proposal was distributed to the Superintendent and staff while site researchers were introduced. The initial contacts between school members and the research staff were intended to open for discussion the appropriateness of the site for the study and to consider mutual concerns and issues needing clarification that were common to both parties. It was made clear that our study was intended to benefit both current knowledge of implementation experiences and to provide the host district with a case study assessing its current functioning. Our intentions and the needs of the district were noted carefully during these initial contacts and were summarized in a letter to the Superintendent. This correspondence specified the goals of the project, the research methodology, and the anonymity of both the district and its members in the case study and final report. It also included an agreement to implement mutually acceptable recommendations for improving the current management system. This latter agreement was to be the core of the research effort. Upon receipt of the letter the Superintendent was asked to present the project to the Board and secure its approval in writing. This letter was received by the principal investigator and thus began Byram Hill's participation in the study.

2. Circumstances of the Study.

The conduct of the study was agreed to by the superintendent as outlined in the original research proposal. The project was to begin in September of 1974 and continue into May of 1976 in order to overlap two consecutive academic years. Research was to be carried out in the school district by the principal investigator and the field investigators. The same arrangement was made in the other two host districts. The principal field researcher was responsible for the maintenance of the research contract and the conduct of research activities in the district. Special attention was given to the unobtrusive presence of field researchers in the school units. School visits were to be prearranged and the purpose of the visit was to be confirmed by the building administrative personnel. Field researchers were instructed to remain the guests of the district and conduct research in accordance with day-to-day constraints of school operation. Anonymity of individuals contacted in the course of research was strictly adhered to. Access to central files was agreed to by the district Central Office with the constraint that personnel records would be used only to generate the information necessary to understand the history and on-going practices of the Personnel Office. No files were to be examined outside of the confines of the Central Office and anonymity of records was strictly enforced. No school unit records were necessary. In addition it was agreed that information volunteered by the organization was to be used only by research staff at the project center and that no information was to be fed back to organization members until the final report. These conditions were respected at all times by the research staff and became crucial in the generation of authentic and useful data.

Four research instruments were to be utilized in the school district. First, a general questionnaire was distributed to the Superintendent for the purpose of generating the identifying data contained in part I of the case study analysis. The questionnaire, appendix 4, was divided into seven individual parts and was completed by the individual in the Central Office most familiar with the content of the question. Existing materials were suggested as possible sources of questionnaire interests while some questions required a brief written response. From this initial data-gathering effort, research staff members gained familiarity with the procedural practices in the district and with the historical development of the district. It was felt that extensive familiarization with the fundamental organization of the district was essential prior to formal visitations.

The second instrument of data gathering was a forced choice response and open-ended questionnaire administered under voluntary cooperation to teachers, administrators and support staff in the school district. Because of the size of the staff, the number of individual school units and the scheduling ease made possible by building administration, it was possible to include the complete population of the professional staff in the questionnaire. Allowing for absences and other unavoidable conflicts and activities, the research staff was able to include 80.9% of the professional staff in the district. The questionnaires were administered after a brief (written) introductory statement and an explanation /question/answer section conducted by the site researchers. Specific issues of anonymity, benefit to the district and availability of the final product were explained to the satisfaction of those present.

A third data collection instrument used in the Tarryford and in the other two districts was the personal interview. The interview format was largely unstructured, while maintaining uniformity across the three districts. Questions regarding impressions of the district, experiences in school settings, dynamic forces in the schools (information, personification), the future of the district and the accountability experience were among the topical areas. Respondents were encouraged to add additional comments on related issues. The interviews were conducted during late June of 1975, with a stratified random sample of 26 individuals including teachers, administrators and members of the community. The sample represented approximately 16.2% of the professional staff, corresponding with samples in the other two districts. Because of the constraints on teachers' time and the time of the year and the length of the interview, the research staff was intent upon minimizing the disruptive influence of interviews on school activities. In response to these concerns the sample was kept to a representative minimum and the interviews were conducted on two consecutive days. As with the questionnaire, the anonymity of the respondents was unquestionably respected and the voluntary nature of participation was stressed. Interviews were conducted by advanced graduate students in Educational Administration and Psychology at Teachers College and City College under the guidance of senior staff personnel. Interviews were conducted during available free periods and lasted approximately 45 minutes.

The final instrument utilized by the project staff was the individual diary of the field researcher. Recorded after every contact with the host system were observations and comments concerning events transpiring during the visit. The diaries include initial impressions and served as an on-going record of the field researcher's experience in the organization. Careful notes were to be made of developing affiliations with district-wide systems and individual workers, thus supplying the field researcher with a constant dialogue between observation and inference. Constant reassessment of diary entries, observations and conclusions produced a vital link between researcher bias and the nature and content of the researcher's observations. A preliminary conceptual framework, complementary to the original research thesis, sustained or refuted by the addition of data from other research instruments became the product of this exercise.

Data generated from these four sources was later graphed and related to the case study method of Organizational Diagnosis * and became, as a final product, a case study of the Tarryford School District.

3. Special conditions affecting the validity of the study

During the months preceding the case study of the Tarry-Ford School district, project staff members accomplished an in-depth analysis and review of experiences with accountability in other districts in the country. In particular,

---

*See Harry Levinson, Organizational Diagnosis (Cambridge, Mass.: Harvard University Press, 1972) management systems linking resource allocation to student achievement elicited the widest skepticism. Although Tarryford had developed a PPBS management system with mixed success, the link to student achievement had not been formally suggested. We were, however, concerned with the nature of accountability research, its impact upon the school system and ultimately with the authenticity and quality of the data to be collected from organizational members. Consistent with this concern, the project staff charted a careful path for the introduction of the study to the organization and the administration of the data collection instruments, the questionnaire and interviews.

The project was introduced to the organization in four steps:

1. The director of field research met with the Superintendent and Central Curriculum Council to explain the foundations, interest, goals and final product of the study and to answer questions about implications of the questionnaire.

2. Appointments for the administration of the questionnaire and the interviews were made through the building principals at each school, who were also asked to distribute a one page summary of the project to all staff prior to the administration of the questionnaire.

3. On the administration of the questionnaire, staff members were to meet with teachers in each school to present and discuss the project, as well as their participation in the project.

4. The President of the Tarryford's Teachers Association was approached by letter, periodically by telephone in regard to the planning and conduct of research in the district.

It was hoped that these steps would provide the Tarryford staff with specific information about the project, a forum for the exchange of questions and answers and an opportunity for the teaching staff to become acquainted with research staff personnel. Ultimately it was hoped that these actions might result in "openness" and trust between project staff and school staff, improving the quality of the data gathered and thus increasing the authenticity of the case study.

In theory the plan seemed appropriate and conducive to the generation of a healthy and mutually beneficial relationship between host and guest. In practice, however, the plan proved less effective than originally conceived. During the implementation of the four-phase plan several problems developed inhibiting the constructive nature of the effort. First, the one page summaries of the project were distributed to teachers on the same day or the day after the questionnaire administration, and thus did not allow for an adequate study of the proposal. Second, teachers (particularly in the High School) assumed that the meeting arrangement between their group and the project staff would be for discussion only and a later date would be arranged for the questionnaire. Project staff inappropriately showed up at the introductory meeting with the questionnaire. Third, several teachers felt misled by the constant interchange of the terms "accountability" and "management system", by other terms used in the introduction of the study and by perceived evasion of questions dealing with dissemination of the final case study to teachers. Fourth, several teachers were concerned with the confidentiality of the data to be elicited, noting that some teachers and administrators had titles or positions that would reveal their identities. Finally, we assumed that building principals would take an active part in recognizing the potential of the study for the school system, and would support the research effort, perhaps by communicating with concerned teachers. This, in our opinion, did not happen in some schools. We assume that administrators were too busy or not familiar enough with the study to become actively involved.

These miscalculations resulted in opportunities for the project staff to meet further with teachers and administrators, to redefine and discuss the nature of the project and to address issues such as confidentiality and dissemination in order to satisfy the needs of the professional staff. These additional activities, in our opinion, based upon the data collected, added an element of trust and mutual benefit to the research effort. The resulting climate was one of openness and confidence between professional staff and research staff, and it served to augment the validity of the study for both research purposes and for usefulness of the findings to the school system.

4. First overall impressions

In the course of initial contacts with the school district, field researchers recorded their overall impressions of the organization. One researcher commented:

> Tarryford is IMF country. The land and building occupied by the Central Office of the school district

> belongs to TMF and TMF executives have served on the Board of Education. This influence has undoubtedly had an effect on the management philosophy and practices of the school district, perhaps culminating in pressure for formalized management systems along the lines of PPBS. If such were the case it might be expected that conflict exists between the quantitative nature of the business world and interpersonal qualitative nature of teaching and student learning. ...I sensed some hostility or perhaps frustration in dealing with this dichotomy in developing district policy.

From another diary came the following initial impressions:

> This district will provide us, I hope, with a system where we can look at the old (accountability system) and the new (the present disposition toward accountability) and find out what happened in the implementation process of the old system that caused resistance and atrophy. The Superintendent is new there. He seems against the attempts of the past to simply initiate financial or cost/effective systems. I think the Superintendent is still looking and watching while not making any overt and fundamental statement as to future plans for accountability. I think he wants to learn about his system through us and then move on instructional accountability in Tarryford through a system of his own design, one he can relate to...It seems to be a very open system, very sophisticated personnel, very highly paid, highly educated and highly professional. All of which traditionally assures academic excellence in schooling ...I see him functioning in a policy void between the failure of accountability in the past, suspicion of it in the present and subjected to the pressures of the TMF/ Professional oriented

> community. He wants to move quickly, is interested in formal management systems but as yet does not know how to approach the organization in light of past experiences in Tarryford. . . .

Generally first impressions of the school system were very positive. We noted for example the obvious quality of the facilities and resources of the school system. The buildings are physically attractive places to teach and learn in; the High School especially is reminiscent of university facilities and includes an amphitheater, lecture halls and science labs. In the lower schools, research staff members remarked of the wide variety of learning areas ranging from classroom nature centers to the integrated curriculum approaches suggested by well-designed learning centers. Similarly, at the High School we were impressed with the electives offered and the humanities festival. Each school unit appeared as a unique entity, with its special climate and personality suggesting open expression of alternative teaching themes and learning opportunities. It was our initial impression that Tarryford was a dynamic school system combining decentralized curriculum planning, Adam's system and team teaching, and local autonomy.

B. Historical Data

1. The primary purpose for initiating the study

Initial contacts with the Superintendent and his staff, and later interviews conducted by the principal investigator formulated general research interests. First, the Central Administration was interested in learning about management systems and especially implementation problems. This interest included the planning function of accountability, the need to make people feel secure, distribution of responsibility for achievement, allowing more staff involvement in decision-making, management of resources and placing measurable results in the context of standardized norms. Secondly, there evolved from the interviews a sense that even financially stable districts like Tarryford might someday be forced to respond to resource scarcity. Under such conditions managing the allocation and use of resources becomes essential. This planning function is within the potential of accountability. Third, we suggest that the proposed case study of the current organizational functioning of the school system attracted the Superintendent, who, being new to the district, welcomed the overview. Similarly, as suggested by one administrator: "To be frank, we are really proud of our system but of course we can't blow our own horn. We felt an outside group who found we were doing a good job would be good for public relations. We were pleased with this opportunity to show off." Finally, we suggest that perhaps the recent disposition of the Board toward efficient and effective budget management, and district-wide learning objectives, placed the Superintendent between the opposing needs of the faculty. It is to this type of organizational environment that the proposed research specifically addresses itself. Our implication is that the Superintendent viewed the research project as potentially useful to the resolution of this conflict.

2. Problems of the organization as stated by key figures

The methodology of the research required extensive interviews with members of the school system and those individuals in the community familiar with the history and current functioning of the system. From interviews conducted with several key administrators, teachers, and members of the immediate school community, a list of organizational problems was produced. Issues isolated as problematic for the organization were categorized by content and locale as: (1) Problems associated with the internal environment (individual schools or common within the school system) (2) Problems associated with the external environment (interaction with the outside environment, the community, social trends). Many of the problems stated by organization members can also be differentiated by tenacity. Short range problems are those currently receiving attention by the organization and are perceived as temporary in nature. Other problems may be more endemic, unrecognized or complicated. The latter type of problem may have long range consequences for the future of the school system, particularly when the source of the problem is perceived as an inevitable intrusion by the environment, or when the school system has difficulty identifying and responding to problems. What follows is a review of problems as stated by key members of the school community and inferential comments on the short and long range nature of these problematic issues.

a. Problems associated with the internal environment

Among the problematic issues suggested by key individuals in the school community were those indigenous to particular schools, those common to many, and those perceived as attributable to differences between schools. One community member commented; "One of our biggest dissatisfactions is the Middle School and that's a difficult age . . . many people feel there is not enough self-discipline in that particular building, this is largely because the teachers do not have the same feelings and the children are inclined to take advantage . . ." However another individual explained; "It's a function of the age of the kids, things are going to be a little crazy, noisy and physical . . ." From others we heard that in one elementary school, children seemed to move about the building freely and unattended, largely because of the physical location of the classrooms in relation to the library and materials center.

An interview with another school community member yielded:

> Many parents complain that their children are not taught to use their time wisely. A lot of time is wasted because many children are not self-motivated at all and teachers don't push or insist, they (students) become indifferent. . . They're (students) in very loosely structured classes, most are like that. The best recourse is to try and discover which teacher is the most structured and try to get your kid in that class for a little more routine to be established. Some times the whole year is wasted.

Similarly another person suggested; "The community feels the school system is lacking in structure and has somewhat of a laissez-faire attitude. The innovative education system has allowed the kids to wander the halls and kids determine their own pace, their own timing. This has turned off a lot of parents. . ."

These two references are however atypical of the content of most interviews. Problems related to individual schools or common to many schools were most often framed by commentary on the dissimilarity between the schools. One administrator commented:

> We now have three distinctly different schools and the community is having problems understanding what that is all about, since they are used to something else. The people don't understand what having a middle school is all about, that it meant child-centered instruction with lots of responsibility. The elementary school is totally continued progress, no grades on report cards and the High School is very academic, Ivy oriented, getting kids into the best schools. The middle school education is muddled, we've never articulated a real middle school point of view. The school always seems to be in the middle of something happening. . .

Another administrator commented that among the elementary teachers there is more team teaching, mutual exchange and joint planning. High School teachers, we were told, were slightly less cooperative with administration, more individualistic in regard to academic prerogatives and less likely to work with or consult each other. At the High School, an individual said; "One tends to work by oneself . . . everyone has his own responsibilities and I think people tend to be into it like that . . . everyone pretty much does their job." From the same individual came this additional comment on teacher relations:

> You look at another person teaching and you would never criticize that person. Nor would you butt in if you saw a problem arising. Nor would you interpose yourself between him and a student who he was having difficulty with, because it isn't done in our system, in our business. As a result, I think we see people doing bad jobs when we could effect a positive change. I don't know if that would be a criticism of this school or rather a criticism of the way public schools operate. They don't really particularly care about the person; they have a slot to fill and they throw someone in. And there is almost, I think, I would say in terms of someone having a problem which is amenable to report; we do not have any system for helping someone teach.

Similarly we were told by another administrator that; "There continues to be an internal rift; basically an elementary/seconday tension, elementary teachers have long felt that the contract (Teachers Association contract) is basically a High School instrument, that it protects the working conditions of the High School teachers and offers very little to the elementary teachers. The officers of the union are largely High School people; certainly the powerful negotiators are High School people." Another added; "If there's any weakness in the (High School) teachers, it's that they're more interested in what they teach than who or how they teach . . ."

Common to many interviews were expositions on innovation and change in the school district. One key figure suggested:

> Innovation is cyclical; it's a perpetual system. The school innovates, the innovation goes on for a period of time, there's really no evaluation of the innovation and then a new innovation takes its place. People get bored or frustrated, I think the faculty innovates, they don't see anything happening or people get upset and then they change things back to the way things were before. There's no continuity and that's a real problem. There've been too many superintendents and the conservatives moving to liberals in the Board become fearful of the new liberalism and come back to being more conservative. The district is tired of a lot of innovation. The superintendent now is just waiting around to see what's going to happen before he really sets his own mark. Especially at the High School innovation and change haven't really brought about a great deal of achievement. The teachers are generally quiet, complacent, they get paid well and have good working conditions. They are pretty much accepting and conservative. Those with spunk have left the district. Maybe there aren't enough young teachers any more. Bill Wilson came as an aggressive young man but has now become more conservative and passive, less ready to challenge the system. The personnel director ten years ago hired a lot of exciting young types but most changed to a more conservative manner. This is a very conservative atmosphere. The faculty is conservative but willing to move slowly and cautiously. They seem to innovate and change before they can see the product.

Similarly, consistent reference was made to the role of department chairmen within the school district. An administrator commented; "Our department chairmen teach at the High School and have responsibilities for grade school individual programs, I don't think that's been successful." From another key figure, we heard:

> Department chairmen are an anachronism, they no longer fit in the modern school system and they've got to be done away with. That's as strong a statement as I can make. They're not in this building and can't do anything for me. They don't even make classroom observations anymore. They're there to make sure meetings are held and curriculum is developed but they're not in any way, shape or form, officers. It's an official difference. It makes teachers behave differently. That wasn't clear under the old superintendent. It was complicated; the department chairman had a direct line to him. The principals and chairmen were playing cat and mouse games with each other. The new superintendent, they say, took it away. He still meets with them but they don't hold the same position.

Lastly, key figures in the school community also suggested problems in the evaluation process. One person said:

> There is an evaluation process that occurs but it is one that I criticized for years but, for a variety of reasons, haven't been able to change; there are a lot of faculty members who don't like the idea of changing it. It's a very safe system. The checks in the box . . . It doesn't really ask the kind of questions that I think should be asked. But once a year you go into the principal's office and he says this, that, and the other thing, and that's about it.

Similarly another community member commented; "Sometimes people complain about the lack of accountability; that there's very little stress on their performing to the best of their ability and giving a real responsible position rather than a 9 to 3 out the door situation. People don't try and really don't care. I think that when a parent calls a school it shouldn't take days to get a response."

b. Problems associated with the outside environment

Much more prevalent in the interview with key members of the school community were references to problems related to the external environment of the school system. Specifically cited were issues involving the community, the socioeconomic structure of the larger society and the relations between the Board and the system. One community member suggested:

> Their (teachers) unavailability works against them. If they can establish the spirit of cooperation the parents would have it made. Some parents get so turned off, they give up trying . . . Perhaps we should have more open houses . . . we should have small groups to really get to know the individual teachers better, what they're trying to do and how we can help them to do their job better . . . There's a lack of communication between parents and teachers . . . I wish parents could be a little more conscientious too.

During an interview with a community member, clear reference to school community relations was revealed. It was suggested that:

> The community is concerned about staying with the status quo very much. Concerned about the erosion of our standing; recently there was a study done where schools were rated on a plus/minus scale and apparently we came out very high and in this community which is very status-conscious it makes them feel good. When it comes down to cold hard facts like where do we stack up nationally and what colleges are kids getting into, or SATs, that's what matters to most people, that status. It matters to them because of their real estate investment in the community. People are intimidated because they can't interpret things properly, teachers can't either.

Another community member commented; "This is a basic problem; we have a tremendous inability to communicate feelings to the right people who should be involved . . ."

Important to many key figures interviewed was the heterogeneity of the community itself and the resulting problems. One administrator said; "Things aren't as homogenous as people would like to believe they are. There's a feeling of homogeneity of socio-economic level, that is not the case. Probably more so than most suburbs but we have all kinds here as well. Ethnically we're not very diverse. There's a sizeable Jewish element but otherwise it's a WASPy kind of town. There's money and the schools reflect that." A community member suggested:

> One of the major things is the split between the newcomers and the downtown lower JBT group, who've been there and don't understand the new ideas which cause them to need a better system. Before, kids were bussed off to Villagetown , then they came in and wanted a new school. The oldtimers say that Villagetown was good enough for me, why not for my kids? A group of about 100 got together to form the Tarryford Citizen's Association involved with censorship. They tried to get some books censored. The other concern was the discipline at Crittenden, known as the "Zoo", parents are concerned with their kids going there.

Similarly from the community, we heard:

> Most of the non-Christian residents are very liberal in their school philosophy and they're very involved in the school system, very involved, more so than any other group. They have a great emphasis on education in their homes and education is top priority with them. They're very determined that their children perform well. The Jewish population tends to have more of a say. Of course there's always a silent majority. You have to have both sides of the story. That's why I'm involved, I feel I have a responsibility to represent a large, quiet segment. The school system tends to hear more from the vocal element. I think they (the administration) listen to the vocal group. I don't know what the people are afraid of. Once things start to erupt they go like fire. We had a thing a few years ago with the reading of Roger Williams in the High School and some of the parents got really upset. The big issue was

> academic freedom and people totally overreacted and made a big thing. Teachers still had the right to use materials they view as appropriate within limits. That was wild. I couldn't believe it in a supposedly enlightened community.

Another administrator commented; "This is a school district that was once described as 'There are more parents per child in Tarryford than anywhere else'; I think we have to pay very close attention to the needs of the parents. They are easy to line up on two sides of an issue and its the big middle ground that is a question mark, always fluctuates. The people on the extreme are predictable, the middle keeps moving."

Key figures in the school system also suggested that other factors were potentially problematic; in particular the relationship between the Board and the school system. Indicative of many comments recorded during interviews was this statement by an administrator; "There are tremendous differences between the Board which is upper middle class and TMF and the sort of semi-professional teacher . . . the teacher down there who has some degrees but is really having to work in a school, doesn't have the aura and glamour of working at IBM, the expense accounts and the travel and all that." An administrator made the following comment:

> The Board has been too non-partisan. They're not predictable and it's hard to know where they stand on an issue. There's been too much fragmentation. We've had a change in leadership recently and it may not be strong enough to control the changes that are going on. This is a difficult situation for the superintendent because the Board meets too

> often. They should be delegating more responsibility. You get the feeling that the Board members don't really trust each other. Sometimes I've wished there was more of a power block. It's too non-partisan, there's no power base. Allegiances are formed on peculiar bases. This Board doesn't seem to know how to polarize. They're always forming subcommittees for this and subcommittees for that. Decisions keep being postponed. The administration loses credibility with its teachers then because it can't provide sufficient information.

Another administrator suggested, in reference to school management; "We have accountability in the sense that we use the program PPBS. But we haven't refined it so that we can actually say we spent this much money on a language arts program and because we are putting into it we're getting a fine output. I think with an TMF community such as ours they might like to do that but our superintendent is creative enough to know that that's not a possibility." Similarly, in characterizing the community one administrator commented:

> It's diverse and has a corporate image about it which reflects the town, you'd expect a white shirt and tie I guess. You'd have a purposefulness about it, it would look industrious. Vaguely efficient, not as warm as I think it ought to be. More profit-loss oriented than developmentally. Particularly in the higher grades this is more prevalent. Right now we have a rising star in this town because we're young, we are still building and haven't begun to struggle yet. How that continues I don't know. What we can do to keep that image is totally out of our hands; cultural forces dictate that. Schools are part of the larger culture and subject to those kinds of things. We can do things to make changes within that larger picture.

One citizen placed the issue in an historical perspective:

> The problem is the struggle of the townies and the new people from TMF. The Rosedale School had been part of the Villagetown System and it became extremely professional and there was a problem between the extremely conservative local town people and the liberal transient corporation people. A problem was finances, the transients were willing to spend more money but they weren't there long enough to actually be paying taxes, to support the new expenditure. The town people would be there for the entire time and would have to incur most of the cost. This large conservative individualized population believed in a tremendous amount of discipline in the schools. They were rather concerned with the expenditures and are generally traditional.

The same individual also suggested:

> PPBS was introduced by Paul Rose as a bookkeeping system and a tool for evaluating the efficiency of program. The Board response was positive since it was a business system and the majority of Board members were businessmen. The professional community, and here you get a dichotomy, they were largely concerned as to whether it was a tool to measure achievement or program effectiveness. They thought it was a bookkeeping procedure and difficult to use as a measurement tool.

A community member commented on the dichotomy between conservative and liberal elements in the community:

> There have been conflicts over content, such as religion, some objected to this in the schools. Other objections were in literature, the conservatives opposed a lot of that. Armory had at one time been the center of a rather significant John Birch Society. The town had been so conservative that John Birch had decided to settle there. This reflects the ultra-conservative nature of the community.
>
> The community has not been able to get a conservative member on the school Board. Individuals who run on conservative tickets get elected but generally become liberal after being a member for a period of time. Mr. Douglas was appointed as highly conservative but by the time he'd been on for a few years, he made large expenditures and was largely responsible for the construction of the High School. This is much of an anomaly, the conservatives tend to become somewhat liberalized.

Specific reference to the School Board came from several interviews in the school system and the community. One individual within the school system commented:

> All of the six men and the one woman on the Board totally misinterpret their role as a Board of Education. They, for example, were not putting in 25 hours a week. Now they cannot begin a Board of Directors meeting that length of time. They aren't such good administrators. And as a result of the enormous detail that they want to know about, they have frozen most of the administrators, because no administrator is going to make a decision, common sense or otherwise, in the face of seven people looking at the raw data that he began with and then at his initial proposals and then at his final implementation. They are going to wait until the Board of Education makes a decision. They are at best plant managers. And seventy to eighty per cent of their time is involved in that and perhaps twenty or thiry per cent may be educational.
>
> The price that the Board is paying for this is one that they simply don't comprehend. And I don't know if I really want to blame our administrators as being weak people or what. In fact, I think that any intelligent person seeing the way the Board would operate would act just like the administrators do. In other words, don't do anything. One hand over your mouth and the other hand over the other. So that you're protected at all times.

From an administrator we noted:

> The school atmosphere is more relaxed now then years ago. My role has changed so possibly I may see things differently. The interrelationships between the teachers and the administration seem to have become healthier and more trusting. There's more cooperation. However, the relationship between the staff and the Board of Education has become worse, it's become a real problem.
>
> More confidence had to be shown to the administration and the teachers in letting them do what they do best. The Board of Education does not convey the confidence it should. This is a problem. Some will have to be very blunt in letting the Board know that they should keep their damn hands off what's not their business.

Considerable comment emerged on the issue of curriculum, individualized education and the relationship of economic constraints to the academic program. In a historical context one community member suggested:

> The program is more flexible, there are more options, the curriculum has been expanded. There is more of a sense of free, unleashed learning. I'm not sure though that the minds of the students are being stretched enough. The school district is becoming more conservative. In 1967 the conservatives were controlling, things were calm and there was some interest in issues like the Viet Nam War but it was constructive. A certain dynamism existed but there has since developed apathy and concern for bread and butter issues. They've then gone from concern with the philosophy of education to more concern with expenditures and efficiency as an end goal rather than a process. They've largely put the system in a rut not going any place. It was a more harmonious system before, college acceptances were high but the average kid is left out. The school did not effectively deal with the large, average group. These are largely neglected on the two sides of the spectrum, the college bound are dealt with successfully and on the opposite side the kids who are involved with vocational training are dealt with adequately. Most of this training comes through SED.

The same person continued; "The Board is moving back to a conservative period. The district is moving in many directions, they needed continuity and development of district-wide curriculum and basically there was a new system of choosing the superintendent. There were a lot of people involved. . . The district needs some sparks to get itself going, it's becoming too efficiency-minded. We need to bring back interest in educational philosophy. Education must become the end product."

Another individual proposed:

> I would re-evaluate this individualized system very seriously. I'd also consider the adviseability of revamping some of the Middle School practices. Many people are under the impression that the Middle School is getting very individualized. I don't think it is and I don't think economically it's feasible to do it. There they should work a lot more on curriculum. Enough attention hasn't been paid to that. There isn't much coordination between elementary and that and we need to know just what the kids are learning.

Similarly:

> We have to consider population trends. We're having a problem at the High School adjusting to the shrinking enrollment and we're going to have to decide in the next decade which courses must remain. We are going to have to consider the other schools in the region, whether we should offer this particular language or program. We've just dropped our Latin program which I'm very sorry to see go but that was an economic need based on a trend. We can't physcially provide these things. The picture economically is bleak but we have to be realistic. We must get our priorities straight and people are always going to want things but if it can't be provided they'll have to go elsewhere.

An administrator also recognized the same issue; "I'd continue all the programs we now enjoy and attempt to further articulate the role of individualization. I don't think we do enough with that. There's great resistance on the part of some teachers to getting involved with that; it's some fear of the unknown. I would have a total program for individualization having in-service programs and workshops, bringing in speakers and demonstrators, providing literature to get them involved and comfortable with it."

Some key figures within the school community articulated the continuing problem of maintaining educational excellence, historically established in 1967 under the "Why Not" concept, in light of current economic conditions. One community member maintained:

> We offer tremendous numbers of services to kids. I see that eroding somewhat, our flexibility is decreasing. The size of the student population is declining and we are somewhat forced to be less flexible then we were. We can't offer quite the same number of things we offered. I'm just beginning to see this happening and within the next 4-5 years we'll lose the ability to offer languages completely. We've curtailed somewhat now. It disturbs me, they tell me that because the colleges no longer demand foreign languages the students no longer want it. For most students it was always a requirement. We can't justify maintaining courses if we don't have the enrollment. Latin is beginning to fade away, even French and Spanish, I fear for their lives. That could happen in other areas as well. If you don't have enough kids to support a program our services will be curtailed. We still offer a strong academic background. The catchword in education is always excellence, it's been around a long time.
>
> Many parents feel this district is noted for excellence. Parents move here because of the schools and part of the reason for the budget problem was apathy. People didn't think it was very important. There are many people who simply can't afford more money every year for whatever kind of taxes. That is part of heterogeneity, moving here we don't have a tremendously diverse population from the socioeconomic point of view but there is some diversity. There are people who are really suffering economically living here and I know some who've had to move away because they simply couldn't manage it. It didn't surprise me that there was a close vote. Many just used it as a catharsis and a way of saying 'That's enough', 'I'm tired of it'. There was a certain amount of hostility to teachers. Many people feel now that teachers shouldn't have the free ride they seem to get. Whoever promised them they'd always have a job and increases? Teachers come to take this for granted which people in business think is ridiculous.
>
> Two to three years ago they were the top paid in the county, they may have slipped somewhat from that but they're hardly the lowest paid teachers.

> That isn't even the point really, we were just hearing general disgruntlement with the way teachers had moved into what people consider as a cushy position. I'm not speaking for myself. I've heard this from many people. It's enough now, there's discontent with the whole tenure system. Big districts can afford to put people who aren't really good in a broom closet but small districts really can't afford that. We are struggling along. Legislators say there's no way tenure will be changed. The trend is to more and more tenure. We were lucky many budgets were turned down. Money has been the important issue for most people this year and any increases raise attention.

One administrator made the following summary:

> I would say that it is not the excellent school system that many of those gross statistics would have you believe. There are problems with administrative leadership, we have problems with staff, we have many people on tenure, who are getting those astronomical numbers, who are doing relatively little, where they should be here; the school system in general, the curriculum is perhaps not developed as much as it is in many other school systems. We have here a growing affiliation with regional and interstate unionism and many of the same kinds of demands that one sees in the city are also coming here.

Similarly:

> I've been somewhat struck by the parochial nature of our staff. That is, the teachers widely promote the idea of excellence and that this district was created to be one of the finest ones in the country and people were recruited from all over the country but when you look at where people go to school and where they went to High School, it tends to be like any other school system; they tend to be people from down the road somewhere who went to school somewhere in the state; certainly in the East and we haven't gone to California to bring in someone who has enterprise in teaching upper level math or anything of the sort; it's all a myth.
>
> We had instituted a program popularly known as "Why Not ", one of the elements of which was to create a salary schedule that was perhaps the tops in the country. That position has been eroded over

> the years so that our teachers were still in well the upper ten and fifteen per cent of districts but no longer in that enviable position of being number one. While many of the teachers had changed and certainly the whole Board had changed since that time, the superintendent had changed twice, and I'm sure most of the population has changed, the negotiating team for the teachers basically had not changed. We were once at the top, we were recruited from all over the country to come here and teach on the premise that we would be paid at a higher rate than other districts. And we have kept our pact and have presented an excellent educational program and the Board and the community has not fulfilled its part of the bargain.

From another school system member we recorded:

> In September of 1967 they had instituted, beginning that year, a program they called "why not" in which they paid at that time spectacularly high salaries for teachers. Two and three thousand dollars more than the going salary rates but with what they considered as very high demands. They had been designed by a guy who was a Vice President at Dynamics, Inc.. and it was a pure management system where they owned your body from 8:00 A.M. until 4:00 P.M. but they paid for it.
>
> We have, whether we deserve it or not, a considerable amount of fame. I would say fame rather than notoriety. We are a prestige district. I mean that's what they originally paid for; to make us an overnight prestige district. The kind of person who was hired, I've seen some of the individuals we're getting now, it's not the same, we're getting just anybody. There are no jobs open so the applications are from anyone.
>
> The price of education has become too much of a factor in this community and I think that the Board of Education has said to us on frequent occasions that they no longer want to pay for the best.

Expressed in many interviews was a concern for the isolated nature of the community and its schooling. One community member expressed the following:

> We have the supercritics and the others who think everything is just fantastic. That's utopian. Not all

> children are geniuses unfortunately. I don't think most people would be terribly candid either. They're afraid that it would get back. People are afraid that teachers and administration still really take it out on their children because of parental criticism. I've heard this many times. We're dealing with adults who are professionals and they must learn to cope. It's a fear of teachers and they're very overprotective of their children. I call this the "golden ghetto" , they're insulated from reality, very indulged and economically it's easy to do. They don't want to hear criticism. They need to know what's going on, there are all kinds of problems. Teachers don't encourage parents to contact them. I was available as a teacher and would like to see more of that. That would be a marvelous conscientious approach. Teachers could show they're genuinely interested in what they're doing and it's not just a job. It's a very special job and takes a very special individual.

Another commented; "The main fault is that the schools aren't preparing kids for anything but life in the general environment of Armory. They're not being prepared for life outside of Armory, it's a very sheltered community and they're not interested in doing more than that."

From an individual in the school community came the suggestion:

> Keep the emphasis on academics but add non-academics, kids are forced into things they don't belong in. Our community tends to see the be all and end all of life as college. It simply is not right for many kids. I highly endorse high standards of academic excellence and would love to think my kids will achieve them but reality says that's not right for all kids. We've made some steps in career education and we're trying for the kids who are non-academically oriented. There's a long way to go. I would like to see more done for those who are having problems with learning. We have to individually treat each according to his strong and weak points. We must also deal with the really different children. Many parents are

> disconcerted with that. Obviously the public school can't be everything to everybody. An expansion of the basic philosophy that each child recognizes his own potential. That none get lost in the shuffle.

Another community member reflected on the same problem:

> A recent innovation was the exchange program. A few faculty members thought the exposure would be good but a great furor ensued and the community felt that the kids weren't ready for the type of exposure involved. Dealing with minority groups and mixing ghetto kids wasn't the kind of experience kids could relate to from their course content and so it would not be a meaningful experience. The district is very policy conscious. There are many policies that have been handed down, many are attempts to be philosophical but they're ultimately apathy producing, stagnant. One Board member set these up four to five years ago and none have changed since.

Detailed in many interviews were suggestions that student evaluation practices and the issue of bussing require careful attention. One administrator commented:

> We have state tests given in October through six to ninth grades in reading and math. The results are published in newspapers so that Tarryford got last year what __Manley__ feels is an undeserved reputation for being fantastic in reading and math. We came out as being the highest district around. That's great for the year you're good but want the system to be judged just on the basis of those national scores. Also use the other objectives, the parents just have to be told what the objectives are and where the money is being spent.

On the issue of testing another administrator commented; "If you get too much pre and post test, it's kind of like the Regents and you put a ceiling on learning. What I have tried to move away from is the basic text and the manual. Many teachers would never go away from the manual. I see that system as being somewhat restrictive." One parent suggested; "There are a growing number of people who feel tests have no value, they don't measure anything. This is a growing trend but they (students) must pass tests. They (the parents) would like a very loose, free system, de-emphasis on all testing and the PTA discusses it frequently and right now the majority feel that the older children get, the better they respond to the competition grade structure."

One community member commented; "There are always transportation issues. I'm not talking about bussing in terms of racial issues at all but just getting kids from home to school and back is a very emotional issue. We've had parents very upset about routing, length of time in riding. That occurs almost invariably every year." Similar commentary came from an administrator:

> I think the conventional wisdom is that this is a fine school system. It costs everybody a hell of a lot of money. But that over the years it has stacked up to the usual measures very well with other school systems. The expectations of the community certainly are very high. In many ways it's a private school system. People want buses to stop at the corner, go to the bottom of their drive. When a child has some kind of learning disability he wants a one to one relationship and two psychologists with 2200 kids and all kinds of services available in the system normally associated with a private school.

In the area of interaction with the external environment, economic and social influences, and in relation to current management labor problems, many key figures in the school system proposed issues requiring careful attention. One school system member reflected on the consequences of the recent job action in the district:

> There are residues that are left for the other people, particularly in the elementary schools. The elementary school has changed. It will never again be the way it was. They learned they had rights. And I guess if the leadership had been inflammatory they could have been informing people of their rights.
>
> They had several items in the contract which they learned were vital, and which their administrators had given them absolutely no satisfaction on. One of which was meeting the staff after school. An abusive number of meetings, nonsensical meetings. And they had learned that they CAN say no to an administrator without having an emotional experience. They can simply say no. You don't have to do that. So the elementary schools are never going to be the same. The High School? I think most of the High School people have become more withdrawn in the school. It's a very kind of professional attitude you see on the part of people, much more so than on this job. The superintendent has not played a strong role. I would have thought he would have. Neither strong on one side or the other. He took orders.

An administrator commented:

> People who live out here have different aspirations for their children and for themselves, different in the sense that they have bought out of New York City. The job action meant public employees striking, picketing; there was a great deal of upper middle class horror at seeing this kind of thing perpetrated in front of their youngsters as they were leaving and coming to school. And so right from the beginning of the year we had really very serious job actions which have a kind of imperative of their own.
>
> There is bitterness in the community which I suppose time will take care of. But I think the staff has changed in a way. And I think the administrators are clearly in administration now and teachers are in the teachers unit. There isn't perhaps as much comraderie between the two but I think that's a product of collective bargaining. But I perceive that teachers are not as congenial as they once were. I see indications of more selfish behavior; coaches are running around; the soccer coach won't agree with the track coach getting a certain raise. Committees that used to function in elementary schools, silly administrative committees to keep the teachers' room clean or take care

> of the Blue Sky donations or whatever no longer exist; they don't want anything to do with it and each will do it on their own; they'll each be responsible for their own.

It was also suggested by an administrator that economic influences beyond the control of the school system presented a potential problem:

> I can't imagine on pure moral grounds that this kind of educational design can live in perpetuity. It's got to be changed. I would say the future lies in consolidation. The Green districts are complaining that they were only held safe, harmless state aid the past year. Of course the only reason they were able to hold on is that they had a gun to New York City's head and there was a trade-off there. Financial Development came into being in return for safe, harmless money for school districts. New York City was in very dire straits. Governor Corea was not for a safe, harmless position. He was for taking secondary weighing out, all of which would have been very harmful to those districts. He wanted to set up cost per pupil as the basis for funding and we're all in falling enrollments. That would have been harmful and all those things disappeared. Quite clearly in exchange for Financial Development and the state help which went to the city.
>
> So I think it's only a matter of time until we don't have that big state aid package. The voters are continuing to revolt; and certainly if that state aid is withdrawn and they're looking at fifteen or twenty or twenty-five per cent personal property tax

> assessment increases they are going to revolt a hell of a lot more. These school districts are gonna die. They've got to be formed in larger units, administrative units. These little 1700 and 1800 and 2000 student school districts; forty of them in Green County or something like that; it's just unconscionable.

Finally, during the course of interviews with key figures in the school system hierarchy and in the community, many allusions were made to historical and current attempts to revamp the management system of the school district. The implementation of PPBS under the previous Superintendent, and the development of district-wide behavioral objectives were suggested as problematic in the past and deemed critical for the future operation of the school district; particularly in light of changes in economic framework of the community and larger society. Discussion of the complex issue, however, will be deferred to a later section of this case study dealing specifically with management innovation. Precisely because management systems assume a predominant focus in this case study and because of the long range nature of the issue, we have chosen to separate this discussion from the problems as stated by key figures.

3. Background information

a. Key developmental phases

Key developmental phases are those single and aggregate events in the life of a school district that result in significant alterations of the organization's goals, direction, activities, size or ability to specify consistent objectives and engage in activities and tasks relevant to the achievement of those goals. Simply, we seek to explain in chronological order those changes and events that have affected the district's physical character or personality.

Historically the Tarryford school district was created by the consolidation of four independent schools. This centralization process was completed in 1961, when the Middle Patent School, the Williams School, the Armory Schools and the Rosedale Schools were unified. The new district comprised most of the area of Fairfield, Stuyvesent and Greenville. Centralization however was not completed until 1962 due to a court action initiated by Rosedale residents. One community member explained the conflict:

> The struggle of the town people and the new people from TMF. The Rosedale School had been part of the Villagetown system and it became extremely professional and there was a problem between the extremely conservative local town people and the liberal transient corporation people. A problem was finances, the transients were willing to spend more money but weren't there long enough to actually be paying taxes, to support the new expenditure. The town people would be there for the entire time and would have to incur most of the cost.

In a booklet prepared by the League of Women Voters of Redding, a record of events is summarized: "After the centralization vote, the Board of Education launched the formation of the educational Conference under the guidance of Dr. Joseph Hill. This conference, comprised of nineteen citizen's committees covering all areas of educational endeavor, assisted in the formation of the district's educational organization, curriculum and buildings." This consolidation phase, including the development of an educational philosophy and academic program was guided by a conservative Superintendent. According to interviews with community members: "In 1960, when the system began, Crittenden was made Superintendent. He had come up through the normal school and finally because of longevity he was made Supérintendent. He was very subservient to the Board and the Board was composed of conservative old timers. There were many fights between Villagetown and Armory kids." During this period, the League of Women's Voters booklet continues, the district began a building program allocating 5.5 million dollars for the construction of the Williams High School, the Rosedale School and the Tarryford High School. By 1965, both the Williams and Rosedale Schools were completed to accomodate children in grades k through 5. By 1967, the booklet explains, the school system operated a complete kindergarten through twelfth grade school program.

During this period: "The district hired another weak Superintendent; in 1967 there was a Board President change and that changed the District. He was a real leader, innovator, a salesman of liberalism. The Board President back in 1966 who really changed things really had a lot of power. He gave the teachers a tremendous salary increase in return for their working an 8 to 5 day..." This event, according to many people we interviewed, marks the beginning of a second developmental stage in the district, commonly referred to as "Why Not". This program we have previously described in reference to "problems of the organization as stated by key figures." Here, however, we note that "Why Not" marks the expansion phase of the district's development and specifically its desire to assume a unique character or identity among surrounding school systems. Concurrent with this "galactic search for talent" was the popularization and eventual decision to build a middle school. The voters agreed in 1970, after long debate to expand the Westly School to accomodate 365 students in k-5 and to expand the H. C. Lincoln School, providing middle school facilities for 800 students in grades 6 to 8. During this period several changes occurred in the goals of the school district. Individualized instruction became the predominant concept in teaching. Similarly, the level of sophistication and diversity of programs was expanded, and the district sought to more effectively integrate the community and parent into school life. Structural changes including open classroom designs, team teaching, cluster committee and centralized curriculum development were all products of the movement toward individualized education, flexible curriculum and innovative teaching.

The district is now entering a third phase of development of which there are only a few elusive characteristics. It is our observation, from reviewing the interviews and responses on the questionnaire, that Tarryford has reached an educational "recession" in its service history. First, the district's early history of spending, in our opinion, was based on the assumption that the more you spent,(staff salaries) the better the quality of the education. The district has probably reached the point where additional spending will result in diminishing returns. Similarly the school system has not been successful in (1) showing that dollars spent correlate with good education and in (2) developing mutually agreed upon measures of achievement. In short, no one really knows what "excellence" is nor does anyone really know how or why to justify the expenditures of the 1966 program.

As many individuals echoed during interviews: "excellence is a myth." The current phases of the school system's development seems to stress re-allocation of resources rather than increased spending. This trend included the painful recognition that programs offered by the school system must in some one way be justified in light of (1) dubious state aid, (2) increasing strength of teacher organization, (3) tax saturation, and (4) as reported recently in the New York Times, the decline of population growth in Westchester.

Our analysis suggests that the district has experienced three distinct periods of development. First, the district came into existence through consolidation. Second, the district passed through an expansionary phase characterized by the desire to make Tarryford a model of educational excellence, regardless of cost and artificially supported by a "management system" purportedly (to the chagrin of the school system) connecting cost accounting, program budgeting and behavioral objectives to excellence in student achievement. The organization seemed to be convinced that innovation, change and a cornucopia of talented teachers and administrators, in and of themselves, meant excellence. The district knew it was moving ahead, progressively, and with great excitement and enthusiasm, but in our view, few knew where they were going. This leaves the school system in a third transitional phase; a recession of resources and direction. Within the school community some ask why do we need the hostility and frustration of negotiations; others ask how can we continue the quality of the past without resources in the future and, undoubtedly, some ask: "what about the children?" During this transitional period the school community must make some difficult decisions. It is our belief, as developed in this case study, that the school system will respond to its changing environment effectively.

b. Major crises experienced by the organization

Major crises experienced by the system may very well coincide with the key developmental phases of the organization. They can, however, often precipitate the emergence of new phases or alter the course of phases in existence. Major crises are classified by their source, intensity and long-range effect on the organization. They can be internally precipitated or result from influences outside of the organization. The nature of these stimulations in the school system and the nature of the subsequent reaction are of concern here.

(1) Natural catastrophes

Like individuals, school systems can suffer from the consequences of natural disasters. School buildings can be destroyed, population changes and birth rate fluctuations can affect enrollment, and other changes in the external environment beyond the control of the district, can occur. From its inception, the school district has not experienced a natural catastrophe of the dimensions suggested above. It remains to be seen then, if the organization has sufficient skill to deal with such an event. Of particular importance in the future may be the issue of declining enrollment.

(2) Loss of key personnel

The unexpected departure or death of key personnel often leaves an organization without a traditional leader, a paternal symbol. Or it may result in a loss of direction and purpose among the members of the organization. We know of no such loss in this school system. The alteration of conservative, efficiency-minded leaders, and progressive, innovative spenders has produced a sense of inconsistency because those who follow either plan of action assume that they carry the burden either of efficiency or of over-spending at the expense of the education process. Excellence, program budgeting, and behavioral objectives are policies which were initiated by a previous superintendent.

(3) Labor problems

Labor problems were largely unknown in the school system before the job action of 1975. The Tarryford community beginning with the "Why Not" program paid teachers considerable salaries in comparison to other districts in Green. Over the years, however, the comparative advantage of the teacher has diminished, largely due to inflation. Today many teachers feel that salaries are no longer adequate to maintain the life style they have enjoyed since the late 1960's even though the facilities of the Tarryford schools remain the equal of few in the surrounding area.

The job action of September 1975 was the result of conditions both within the school community and outside of the school system: "The economy of course was in terrible shape, there was a great deal of militancy being exhibited by school boards at budget time and by holding the line, excessing teachers, there was a good deal of militancy exhibited by taxpayers in the form of throwing budgets back . . . our teachers adopted a position of not only maintaining their position relative to the cost of living but making up what had been lost through negotiations of the prior contract. And this of course presented untenable kinds of numbers to the school board, to the district. . . there is bitterness in the community to be sure which I suppose time will take care of. But I think the staff has changed in a way. . .there isn't perhaps as much comaraderie. . . I see indications of more selfish behavior. . ." A teacher suggested: "One of the most vital (issues) was money, because we had existed under a two year contract prior to that. The contract was signed just before inflation, then whoops. So we had taken quite a beating. The board made no meaningful effort to reach concensus, to reach some form of agreement. . . We gave the board, I thought, adequate services for proposals but they just said "You want 25%" and they'd roll it back on the floor; it was hysterical... . there was no confidence in need. We were prepared to negotiate all through the summer if necessary . . . If the board of education was preparing subpoenas that demanded that we negotiate. And this is the level of communication that was involved. . ."

(4) Financial emergencies

During the brief history of the school district there has been financial confrontation only in regard to the debate over the middle school of 1967-1970. According to the League of Women Voters handbook, the original plan was to build a middle school near the high school and convert the existing Lincoln School into an elementary school. The cost of this arrangement was estimated at four million dollars. The plan was submitted for referendum twice in 1968 and defeated. Few individuals we interviewed however, commented on the nature of these popular movements. We assume, however, the basic issue to have been need and level of expenditure, both ignited by the liberal versus conservative, townspeople versus transient undercurrent. A new plan for the middle school arrangement developed through the initiative of an appointed citizen's advisory committee, whose recommendation was approved in May of 1970. This plan proposed the expansion of the existing Westly and Lincoln School facilities rather than the construction of new facilities, even though the cost was estimated again at four million dollars.

At the present time we are unaware of any financial confrontations, although there are indications that finances may be a problem in the future. One citizen commented "The budget was difficult to arrive at and we were aware of it a year ago because of the economic situation. Last August was the high or low point, which ever way you want to look at it. We came into the school year knowing we were going to have a problem. We had all suffered economically and it was a real concerted effort to cut back as much as we could. We tried not to sacrifice a certain level of quality education and safety for the community. We did a job although not to everyone's liking." One administrator suggested that in the future, perhaps because of the general financial crisis in New York City, many suburban schools now enjoying state aid, may find themselves managing alone to cover expenses at budget time. Another commented that small districts like Tarryford may not, in fact, survive in the future. Small communities may not be able to or unwilling to afford large budgets supporting "suburban style" education.

(5) Technological changes

Changes in educational technology often result in positive innovations in learning and in the allocation of educational resources in schools. However, many individuals in school organizations sense technological change to be threatening to the way in which they are accustomed to doing their work. Some technological advances are seen as reducing the importance of the individual's skills; many feel obsolete, or less vital to the functioning of the school system. Common in many school systems today are management information systems, and program budgeting systems, both of which utilize computer technology to (1) store and retrieve information for future planning and decision making, (2) analyze costs and the allocation of resources. The Tarryford school system is on the threshold of developing a management information system for these purposes. At this point the interviews conducted in the organization revealed few comments on the introduction of this technology. Most individuals felt that they were largely unaffected by these changes although a few seemed aware of the implications: "They have this gigantic computer work sheet up there which is spewed out. What it means I don't know. It means these numbers of dollars are going there. But this is a service organization and who the hell cares what dollars are going where. What counts is the service and they're not looking at the service department. . ." From the community we heard: "Among the faculty and community there was not much reaction. One of the problems is that the people became concerned with the dollar value of the program rather than the educational value."

(6) Political environment changes

Many individuals in the organization and in the community suggested that the political environment of the community was largely two-sided. We have suggested, elsewhere in the case study, the liberal versus conservative struggle indigenous both to the community as a whole, but also particularly visible among board members and among professional staff members. At the community level the "professional" segment, as we have suggested earlier, is the most vocal of groups within the community. The larger silent majority, including the traditional town residents, are less interested in the educational system than in the cost of the system. Among board members, we were told that the school system has had a parade of alternating liberal and conservative leadership. Currently, according to one community member, ". . .the new superintendent has only been here a year, moves slowly but he's a plus. There's been a trend by the board to get out of the administration racket. They feel it's the superintendent's job. So this position of board control over the superintendent is seen as coming to an end. The board is moving back to a conservative period." Similarly within the school system, many individuals in the community have noticed change in the composition of the faculty. Most of the teachers and administrators hired during the "Why Not" campaign for their liberal innovative style, have become less willing or interested in seeing changes realized in the district. Most are conservative, status quo, which is probably a function of the current job market. Changes in the nature of the community's political orientation (liberal or conservative) seems to coincide with the three developmental phases outlined earlier. During consolidation the leadership was conservative, during expansion the leadership became more liberal, and in recent times, during a recession, the leadership of the community again has become more conservative. We suggest, however, this change largely reflects (1) the failures and disappointments of "Why Not" and (2) the keen awareness that educational resources are scarce.

c. Service history

(1) Development and change of organizational goals

Although the goals of the school system as originally outlined by the Educational Develop Committee in 1963 still incorporate the basic philosophy of the community, the school system has moved in the direcion of "specificity" in the development and realization of organizational goals. The "Why Not" movement in 1967-1968 specifically proposed to create a school district of unsurpassed quality by attracting the most highly skilled and innovative staff members possible; it popularized the notion of individualized instruction and integration of the community in the life of the school system. Later in 1971-1972, organizational goals became even more specific as the Superintendent proposed the adoption of a set of explicit educational goals and outcomes generated by the community, supplemented by organizing the district's curriculum on the basis of "programs", which were to be designed on the basis of measurable behavioral objectives. In short, organizational goals have moved from the general to the specific, accompanied by systems of cost evaluation and measurement.

Although the trend toward specificity reflects the leadership style and philosophy of the Superintendent and board, it is our feeling that current interest in specific objectives at the program level, and methods of accounting for the costs of educational services, reflects the larger economic and political environment of the community. The business orientation of many community members is reflected in the trend toward asking the school system to account for what it spent and what it produces. Similarly, in the business organization there is no such institution as tenure, with job security independent from productivity. Undoubtedly the inflationary economy; population changes; public skepticism of public management and the traditional compelling need and blind belief in "innovation" in education, have and will continue to have important implications for school goals and the management of school resources. Thus it is also the external climate of the school's environment that has, and will affect, the content and realization of the school system's goals.

Recently the issue of individualized education has become extremely visible, according to individuals we interviewed in the school system. Many have commented that individualized education in Tarryford has been interpreted to mean providing alternative educational experiences to as many children as possible. This has led to the development of specialized programs providing services to uneconomically large numbers of students. Similarly, changes in the external environment, such as entrance requirements for college admission, have made some programs less important, especially language programs. Many programs are designed for the academic development of the child. Several people we interviewed commented that not all children should and will go to college; some need technical training programs that are more appropriate to their capabilities and interests. Along the same lines we were told that the average student is largely ignored. The Tarryford School System has an excellent remedial program integrating all grade levels and subject areas, as well as a sophisticated program for the gifted child. Through SED and other state funds these two groups are provided special programs, including positive changes in the development of technical training. The middle ground, the average student, we were told is less effectively provided for, although we were unable to learn more articulate explanations.

(2) Sequence in development service

In the previous section our interest was in suggesting a pattern of visible changes in the development and achievement of organizational goals. Here we clarify, from responses in interviews, the nature of change in the district as it affects the services the school system provides. We seek to review specifically how the process of education has changed in the school system.

Innovation in the school system was referred to by many people we interviewed. One teacher suggested that during the early years of the district's development innovation served to unify, and give direction to the actions of the school system staff. Today innovations have become institutionalized, so that people have an interest in maintaining those changes implemented in the past. Other teachers commented that innovation had gone too far as an educational sine qua non. Some wanted a more structured environment and curriculum, a sense of consistency and continuity of process from grade level to grade level. Other teachers felt that the three levels of Adams were too independent; segregated in an attempt to deal with the problems of individual age groups, while failing to realize that transitions from one school environment to another constituted an equally important acclimation. Schools, we were told, were "islands unto themselves." Several teachers explained that innovations such as the open classroom were adopted by the school system with little interest in articulating the concept for public consumption. Consequently, the appearance of open classroom techniques, learning centers, and individualized activities which inherently involve many simultaneous activities, suggested chaos and disorder to many parents. The open classroom concept, however, was designed to be the vehicle through which the individualized instruction process would develop. Team teaching had a similar function but was also intended to coordinate and integrate the teaching staff within grade levels.

Other teachers commented that in previous years all academic areas were accorded equal importance in the development of a well-integrated curriculum. Under program budgeting, and in light of external economic conditions and college admission trends, particular subject areas and programs were placed on a priority basis. Thus, in the opinion of some teachers, a hierarchy of subject-area status developed which has eroded the quality of staff relations. Many teachers find themselves in the position of defensive teaching; they are either concerned with teaching for exams, objectives and regents, or find themselves reluctant to propose change. Within the faculty there exists a score of innovative progressive teachers, surrounded by a periphery of non-involved and uninterested teachers. A noticed trend in the philosophy of education in the district (which many teachers suggest is a potpourri of unattached innovations) is toward stressing practical skills useful in life, and the development of human relations skills. Many teachers strive for the establishment of a truly human environment, one-to-one education in which social humanitarian skills are transferred from teachers to student. Many suggest that such goals need to integrate the family in the schooling process if effective learning is to succeed. Finally, many teachers suggested that the evaluation process is at best perfunctory. Few teachers indicated that they had been recently evaluated according to established practice, while many others complained that they were not evaluated enough. Many wanted to know how they were doing and implicitly suggested that being evaluated haphazardly and arbitrarily was more threatening than an open formal system. Our point in this section has been to suggest, perhaps disjointedly, the panorama of environmental changes noticed by teachers in providing educational experience.

(3) Relative success or failure in various stages of service history

In providing educational services for the community, the

Byram Hills School District has passed through both physical and process changes. The original expansion of the school systems physical facilities in 1963 and the 1970 expansion of the Middle School were both successful responses to changing needs within the community. In terms of changes in the process or content of the educational system, the first centralized district-wide attempt to articulate an educational program came during the late 1960's, when as a result of "Why Not" , both faculty and educational systems were expanded. This latter phase of service history was subject to a variety of comments during our interviews, many of which we have presented elsewhere and will not repeat here. However, we will comment that (1) the program was received with great enthusiasm but has since been discounted by individuals in the school district who concluded that the program was very much a "myth" of excellence and (2) the long-range consequences of the program has had important residual effects on the school system: (a) the school system achieved what it thought "excellence" to be (innovative diverse faculty and individualized education) and enjoyed the climb to notoriety. (b) reached its zenith in terms of staff and implementation of innovations leading to individualized education, (c) and has since decelerated, disappointed at the emptiness of its achievement, burdened with constantly having to improve innovations to retain its reputation; yet, at the same time, beginning to realize that there has to be more to the educational process than constant change, new faces and mammoth budgets. And while the staff seems to desire movement away from the money syndrome, the epidemic of change, the district office suggests a management information system and program budgeting system, both tools of long-range planning, both beginning the cycle of innovation again.

(4) Special skills of the organization

In this section we discuss the special skills or talents the school system has to accomplish its goals and provide its educational services. The Tarryford school district is uniquely endowed with a variety of skills we feel are fundamental to providing for the educational needs of the community.

First, almost 65% of the staff have advanced graduate school degrees. Although there is no direct relationship between level of training and the quality of teaching, we do suggest that this indicates a diversity of skills, specialization in subject areas, familiarity with research in learning, and, at least theoretically, an interest in self-improvement and advancement.

Structural decentralization of curriculum planning and budgeting locates decision making with the instructional staff, precisely at the point closest to the client's needs, while at the same time coordinating curriculum through Adams committees and integrating curriculum between the different levels of academic development.

Although not all teachers, administrators, and community members would agree that the system is effective, the important point is that decision-making is localized,while coordinated by grade level, resulting in the establishment of patterns integrating the various grade levels and schools. This fundamental organizing structure has great potential for other planning activities, especially budgeting and long-range planning, while providing a well established network for implementing district-wide programs.

In conducting interviews with members of the school community, we were cognizant of the lack of traditional management and labor conflict. One teacher commented in terms of teacher-administrator communication: "And of course you see teachers; administrators are ex-teachers and so they're frequently geared in the same thinking . . . ." Few teachers and administrators at the building level remarked on the difficulties resulting from administrators assumption of the management role and teachers assuming the labor role, as is common in many school systems. Instead, administrators indicated that they assumed teachers to be professionals, capable of working on their own with the minimum of supervision. Similarly, most teachers commented favorably on the open atmosphere of the schools in which they worked. Although more common in the middle school and in the high school, many alluded to the personal closeness of staff members within buildings. However, one issue seemed to cause some problems between the two groups. This issue was evaluation of the teacher's performance, which as we have indicated was largely a mechanical and superfluous process even though many teachers suggested their preference for a good evaluation program.

(5) Performance reputation and record

The Tarryford school system has been cited by many professionals in education for its excellence in academics and extracurricular opportunities for its student community. Of special repute are the faculty, facilities and individualized programs. The school system's record in college placement also stands in support of its reputation. Because of its age, the school system is not as well known as others in Green county; however, among curriculum specialists and professionals, the district is well known for its innovative skills.

d. Organizational folklore

Most organizations bear the catch-phrases which individuals commonly associate with them. Some have mottos, or logos inspiring affection and loyalty, others have nick names or slogans praising or condemning the organization. In this organization people consistently mention "Excellence Now" in characterizing both the historical development of the School system's academic program and, we suggest, its emptiness of purpose, direction and energy. To many, "Why Not" is an organizational myth, a goal sought after by the school system, but one so subjective and elusive that it has become unfulfilling, unrealistic. Hidden by the theme of "Why Not" is a history of the past and a searching probe into the future. The phrase asks, "we know where we have been and it was not what we expected, so where do we go from here?"

II. Description and Analysis of Current Organization as a Whole

A. Structural Data

1. Formal organization

The school system is organized on an administrative and on a curriculum basis. Administrative functions are provided through the Superintendent and two Assistant Superintendents: one assistant superintendent for business, the other for personnel. Principals and Assistant Principals, department chairmen and teachers are linked directly to the Superintendent. Similarly, guidance, health services, and physical education are linked to the Superintendent and Assistant Superintendent of Personnel. The Assistant Superintendent for Business is responsible for the coordination of financial planning and also oversees buildings, transportation, food service, accounting and the payroll of the staff.

The school system has incorporated a coexisting structure for curriculum development and budgeting. At each grade level, elementary, middle and high, the district has established and elected a Adams Committee whose responsibility it is to review the curriculum of its grade range, review requests for resources from individual teachers and to allocate the individual programs within the grade cluster. Program budgets, behavioral objectives and projected outcomes are developed by individual program committees in the different schools. All three Adams Committees report to a central curriculum council of ten members representing different grade levels. This group reviews reports and recommendations on curriculum and budget requests. In addition, the Superintendent utilizes a central administrative council to coordinate and facilitate the implementation of district-wide programs and policies. Department Chairmen responsible for particular academic areas are also responsible for working with grade level curriculum committees in coordinating district-wide subject area curriculum. Integration of particular subject materials between grade levels is the responsibility of the Department Chairman, although in recent years this position has become inconsistent with modern school organization. Department Charimen report to Adams Committees. At the elementary level, principals utilize Develop Committees," which are elected and act as an advisory council to the Principal. The Middle School is organized on the team teaching concept. Each student's achievement is the subject of periodic team committee meetings. At the high school, Department Chairmen assume a more direct curriculum development function. "Insiders" composed of teachers and students at grade levels, deal with basic instructional issues.

2. Physical resources

The district currently has seven buildings in operation: five schools, a district office and the bus garage. A sixth school, Gilford was closed two years ago because of declining enrollment and the age of the building. The remaining buildings are new or have been renovated in the last six years. The district also holds nineteen acres of land for future development. Total building and equipment value has been assessed at $12.9 million on some 176 acres of land. With the exception of the middle school (2 acres) and the district office (1 acre) all of the buildings have extensive grounds. Approximately $27,000 in building or ground improvements was planned for the 1975-1976 school year. The district spends $249,131 on salaries for operations and maintenance. This includes twenty-five custodians and thirteen groundsmen.

The district owns about thirty buses which are replaced on a rotating basis of about four a year.

The spaciousness of the system is complemented by a low pupil-teacher ratio, relatively small buildings and separate space for specialist activities such as art, music, speech and physical education.

The current enrollment reflects a stabilization following the previous year's sharp decline of 4.2%. Information from a variety of sources suggests no measurable growth that would effect enrollment over the next two years. Rudy Van de Hughs, Chairman of the the Redding Planning Board, advised that there are basically only three large parcels offering any potential in housing developments within school boundaries; the Hicks property, the Brown property and the Montgomery proposal for seventy to eighty multi-family units. None of these parcels is expected to have any impact for 1975.

Real estate agents indicate that housing turnover is at a low point. Business transfers are minimal and there is no noticeable change in the numbers of children in families moving in or out of the district.

As population growth has shown a regular decline, assessable property has increased over the prior year. According to the Redding assessors office, there will be a 3% increase in assessable property for 1975-1976. This is in contrast to 1.8% last year and 2.6% in 1973-1974. But tax rates for the most part have increased, as have school expenditures, each year. Tax rate changes are made at the local and county levels. In general these local governments have no control over the school budget except through their powers of assessing property, controlling zoning, and setting growth patterns for the district. Since the Tarryford district includes parts of four towns each with its own tax assessor to determine property values of the town, the school district cannot apply the same tax rate per 1,000 for all four towns. To overcome the differences in assessment the county tax commission assigns an equalization rate which is multiplied by the assessed valuation rate to determine the percentage of the school tax levy which should be collected from each town. Thus the County Board adjusted rates for both Redding and Greensville in 1974. As a result, in the proposed 1974-1975 school budget, Redding's tax rate increased by 7.5% while Greensville's decreased by 5.7%.

3. Ecology of the organization

We seek to describe the spatial distribution of individuals within the organization in order to better understand the relationship between physical mobility and personal interaction. Structurally, the school system is divided into three grade levels, all of which are both physically and functionally independent. The high school is located within one building complex, and differs from other grade levels in that the curriculum is extremely subject oriented for college preparation, and thus the curriculum is very academic. The middle school is also a self-contained unit, originally established to deal with the problems of pre-adolescent transition from the maternal, elementary school environment to the independence and self-regulating environment of the upper school system. The staff of the middle school has attempted to articulate the unique nature of the middle school environment, particulary its goal of helping the child adjust to new educational and social surroundings with older children. The elementary schools, although three in number, are linked through administrative channels by two principals, who work very closely on integrating the elementary program of the lower schools. The elementary program stresses unstructured learning environments supported by group learning relationships.

The unique nature of the three grade clusters, and the individual attempts to articulate their own purposes, objectives and teaching styles, has produced "State of the Art" programs for the community, but has led, in the opinion of many individuals in the community, to greatly limited communication and interaction between faculty members of different levels. Since each Adams incorporates the learning needs of different aged children, techniques and teaching styles are rarely seen as transferrable to other grade settings. Thus while the school system has attempted to integrate the child's experience in school from grade to grade, few teachers in the school system consider the faculty to be similarly integrated.

4. Financial structure

For the 1975 school year the Tarryford district anticipated about 1.8 million dollars in state aid. The amount of state aid received is computed by a formula which by necessity contains many options for varying situations. There are four categories of state aid: operating expense aid, growth and size correction aid, building aid, and transportation aid. Basic in determining the amount of aid for operating expenses and growth aid is the aid ration. This takes into account the district's average daily attendance, weighted to reflect the varying costs of educating different types of pupils, and the wealth of the district as reflected in the true valuation of its real estate in relation to the state-wide average.

The state also shares in the operating expenses of the district. Minimum operating aid is assured to a district regardless of wealth and is referred to as a flat grant. Tarryford is a wealthy district and therefore receives the flat grant per student.

The state pays 90% of most of the approved costs of transporting pupils living more than 1½ miles and up to 10 miles from the school. Since transportation aid has been cut by the legislature, the district has been forced to streamline its bus service. Exactly what the impact of this cut has been is unclear.

There are two SEC budgets: the administrative budget and the services budget. The administrative budget is supported cooperatively by the component school districts. It is determined by the ratio of each component school district's full valuation to the total full valuation of all the component districts. In 1969, Tarryford paid 5% of the SED administrative budget. The service budget is financed by the actual costs of particular services. These services include: a data processing center, an occupational education program, a special education program, a resource center, and part-time instructional personnel. Tarryford sends about 40 pupils to the SED center and employs a part-time hygienist and instrumental music teacher.

Green County ranks first among counties in the state in per pupil expenditures at $2109; Tarryford spends well above that average, at $2537. While bond issues have been defeated in Tarryford , notably the middle school building proposal in 1968 two times, in 1970 voters in the district by an almost two to one margin approved a building program of four million dollars. An important indicator would be the success of recent budget votes, but that data was not available.

The community experienced a sudden growth spurt in the early sixties that saw the school age population nearly double in ten years. This period of expanding enrollment ceased in 1971 and enrollment has been down since that time. Projections from the superintendent's office reflect an average decrease of 2.5% for each year.

The total budget for the 1974-1975 school year was $7,254,770. Of that total, 5.4 million was raised by a local property tax levy and 1.8 million came from state aid and interests on investments. Tarryford ,as a relatively wealthy district,is vulnerable to a substantial loss in state aid if the several plans to equalize school finance are ever adopted by the legislature. For the moment Tarryford anticipates about 19% of its revenues coming from the state.

While the enrollment has been declining, costs continue to rise and the 1974 budget reflected a 7% increase over last year's. This happened despite a staff reduction of three teachers. The budget can be broken down as follows: district administration 4.7%; instruction 54.2%; support services 16.2%, employee benefits 14%, and debt services 10.9%. Approximately 71% of the district budget is appropriated for salaries.

5. Board of Education and district personnel

The Board of Education is elected by the voters of the Tarryford district. The powers and duties of the school board are fully outlined in Section 1709 of the Education law. These powers are extensively documented in the statute, but basically they allow the Board wide discretion in developing operations of the system. The Board is a creation of the legislature and as such exists at the legislature's discretion. In fact, it is primarily responsible to its constituents. It must follow various curriculum procedures and sequences, testing programs and funding regulations enacted by the legislature and administered through the New York State Department of Education.

An intermediary agency of the State Department is SED The State elected dept; Educational Services established statewide in 1948. SED develops, administers and operates specialized and supplementary educational programs and services which can be most effectively and economically provided on a cooperative basis, rather than by districts individually. The seven members of the BOCES Board are elected by a majority vote of all the component district board members present and voting at the annual meeting. There is also a district superintendent and executive officer.

Tarryford , like many districts, is experiencing a decline in enrollment. Since 1971, about five teaching positions have been lost. Currently Tarryford employs about 152 teachers of whom 143 are classroom staff, 5 are guidance staff and 2 are psychologists. The non-certified staff includes 32 secretaries; approximately 30 bus drivers, and 38 custodians.

The staff is highly experienced with well over 60% of the classroom personnel with ten or more years of experience. About 50% of the staff have worked in the district five to nine years. Only four teachers had less than three years experience.

Among all staff (230) including administrators, 122 are white males, 99 are women, and there is one black secondary teacher. Women tend to be in the elementary teaching positions, although there is a woman principal. There was no data in the file on teacher absence, although a teacher is entitled to twenty sick days per year which may accumulate to a maximum of 180.

A publicity brochure prepared by the personnel office for teacher recruitment points out that Tarryford has one of the highest salary scales in the nation. In 1973, the starting salary was $9614 with increments in thirteen steps for experience and profesionnal course work. The highest teaching salary is for an M.S. plus 60 credits and 16 years experience at $23,853. Fringe benefits include life, medical and dental insurance. There is also a leave policy for child rearing and professional growth. Sabbaticals are granted both for the summer and during the regular school year. Summer leaves pay up to 25% of the ten month salary. One year leaves pay up to 100% of the regular salary. In 1974, three staff members were granted one year leaves. Any teacher who has completed seven years of service in the district is eligible.

Professional advancement in staff positions consists of Department Chairman, Team Leaders and Master Teachers. In grades K-4 there are 725 students and 40.5 teachers divided into 32 sections with an average class size of 22. In the Middle School there are 713 students, 45 classroom teachers, divided into 30 sections with an average class size of 23. The High School has 56.7 teachers, 783 students and a pupil/teacher ratio of 13 to 1.

A Tarryford teacher must qualify for New York State certification. A five year period is allowed to obtain a Master's Degree.

The scope of personnel rights and duties are provided in the contract agreement between the Tarryford Board of Education and the Teacher Association. Supervision and evaluation is acted upon by the building principal. The Board receives a written evaluation of each staff member at the end of the year. Probationary teachers receive two evaluations, one each semester. A teacher receives copies of all evaluations and has the right to attach a written reaction to any of them.

The district personnel pamphlet states that teachers play a major role in planning and introducing new teaching techniques. Data on the district provides some confirmation of this statement. There is an in-service calendar which lists a variety of workshops each month for different curriculum and grade levels. Many of these meetings appear to be on-going activities charged with a specific curriculum task. Approximately $17,000 was spent in 1974-1975 for in-service activities.

The formal vehicles available for teachers to assist in curriculum planning are the curriculum coordinating council comprised of teachers and administrators and the semi-supervisory positions such as Master Teacher and Team Teacher. The data did not reveal the role of staff in the planning stages of PPB.

Regulations that govern employees are described in the contract. Other regulations, particularly budgetary procedures, are described in a teacher handbook that outlines the budget cycle. Adjudication is provided for in a formal grievance procedure. This provides for a progression of hearings which ultimately can reach an impartial arbitrator selected by both parties from outside the district. The teacher contract runs for two years. There is a separate agreement with the non-certified staff negotiated by the Western Alliance Chapter of the USEC (Union of Service Employees Cooperative)which runs for three years and ends in 1977.

Individuals on the school system staff were asked during interviews and on the questionnaire to describe the system by which the school district orients new members to the activities of the school district. Our interest is to gain an understanding of the nature and intensity with which the organization welcomes new members, since the greeting and indoctrination process is indicative of the nature of relationships that develop after orientation. This pattern then suggests genuineness and sincerity of relationships between individuals in the organization. The school district that is cold towards new members, fails to help people adjust to the new environment and lets new teachers learn by their mistakes, often magnifies the same aloofness and disinterest elsewhere in the organization.

During the interviews we asked teachers and administrators what the school district did to help people along when they first started working, and what kind of training people received from the school system. Comments follow on this issue. At the Elementary School we were told:

> A teacher is assigned to the person to show them the ropes. New comers are made to feel welcome.
>
> Buddy system, ask around and everyone is helpful. I had no orientation.

At the Middle School, teachers suggested:

> I was taken around, introduced, administration gave a lot of guidance in what they needed as it relates to my job and the kinds of information they want from me. A very open environment to work in, as each case comes up that's how they handle it. I've always worked independently and I enjoy it. If you're a professional you should be able to do the job you were hired to do.
>
> There was support in terms of summer workshops. They were always a little stingy in terms of support. Half

days for this or that. Around 1967 there was a lot more money around. They don't want to spend the money now. They have the ability to pay. Dr. Petroceli operates in a different way from most administrators. He assumes people are professional; others act in reverse. However sometimes he doesn't confront when it's necessary. There are others who conform all the time. Administrators tend not to be supportive, when they give evaluations it's not helpful. You have to make sure in case there's pressure from the community, that there's something in the evaluation to be able to get rid of a teacher. Schools like this react very easily to pressure.

All the new teachers, and the parents had a luncheon for us and we were taken on a bus ride around the district and spoke to various people. The administration told us what they did and what they expected of us. The whole association was very informal and nice. I think they still do that. There were about 20-25 new people when I started.

She was most helpful in helping me plan my classroom routines and helping me to get used to the materials. There was a definite understanding on the part of the administration that things would not be easy until the building itself was complete. We were also trying out new programs for the first time with an expanded group of children. But they were sympathetic and they seemed to take a lot of the confusion into account. It was not counted as a liability against you if you had difficulty coping at first. . . We did get support ---yes---a lot of support the first year which was my most difficult. . . Everybody was available. Right. _____ was helpful. Dr. Petroceli was helpful. My first year with evaluations had made some interesting comments about ways to improve the classroom. S. Peabody, who was head of the English Department, had also made some good suggestions.

I try to tell them as much as I can about the town itself, the kind of people they'll be dealing with, then I talk a little about the school and then we assign a couple of people to give them a hand. Giving someone a handbook to read is very cold and doesn't work too well. They've got to be led through and that's what we try to do. We try to open up personal relationships. If they've got a problem or question they've got someone they can go to to get some answers. We don't have a very formal orientation program for the teachers, this says something. We pass out materials but realize they usually won't be read. People need support. Coming into the district

> I was given a lot of talk about the town by the then superintendent. I immediately went around and started asking questions. I gave myself orientation. I was hired to develop the instructional program of the school and that's what I set out to do. The first year we didn't do much as far as building a school goes, we just got to know each other. Tried to develop some personal relationships and trust so the next year we were on a real systems approach. We did what we set out to do. You can't take too much time in changeover.

Individuals in the High School commented:

> Absolutely, there's an orientation to which the new teachers come a week early. Introduction to the community, to the PTA, interviews with Principals, with Department Associate heads. This is the way things were. I don't know how they are now.
>
> We have a one day orientation meeting before the regular staff meeting for new staff. The department chairman may give additional assistance in terms of materials, etc. I came a long time ago, and I have been here for thirteen years. Things have changed. There was no help a long time ago, but then teachers spent more time and had more interest in the work.
>
> I was introduced to the principal and chairman of the department, told what my duties would be. They do not tell you what kind of activities you become involved in within the school. The principal does not help you too much. You find out on your own.
>
> There's a traditional orientation, but the chairman for the most part picks up the responsibility to make new staff feel comfortable. The staff in general is receptive to new staff. I don't remember my own experience too well, but I was late the very first day and that's the only day I've been late. There's just an orientation and no specific training; we assume the teachers are trained to begin with.
>
> I'm not sure; it depends on the department. The department head plays an important role in this area. There's no consistent policy which is followed. My situation was different because essentially the whole school was starting from scratch and I was working on my own, but with the department head. In the school there are some in-service courses, but they're just voluntary.

> I didn't go through any special training or indoctrination, but I did get a lot of help from people in this department in terms of how things are done and finding my way along. There is no formal training period. As far as I can tell there has been no change.

On the questionnaire we asked several questions relating to supervision, training and mobility within the system. When asked how much supervision they received, teachers from the High School and Lincoln School suggested "very little", and teachers at the elementary schools said "a fair amount". Twenty-three per cent of the total staff rated the supervision as "excellent", over one-third of the staff said the supervision was "good", but 33.8% of the staff said the supervision was "fair" or "poor". We then asked how much additional training the district provided. Here 43% in the High School said "none", 34% in the Lincoln School said "a fair amount", and at the elementary level; 61% of the Westly teachers said "a fair amount" while at the Williams and Rosedale Schools 40% said "very little".

We then asked if they wanted more training in their jobs. To this question 19% of the staff indicated that they wanted more training, and 43% were pleased with the present amount of additional training. Most teachers in the school district indicated that their chances of getting a better job in the district were "poor", while when asked how interested the district was in helping them to get a better job 32% of the staff said they would receive "very little" help and 25% expected "no help at all". Finally we asked the staff if they thought the district was interested in their welfare (the questionnaires were administered before the contract negotiations). Over 40% of the staff indicated that the district was "quite interested", while an additional 40% thought the district to be "not very interested".

Similarly during the interviews we asked the staff if the school district made good use of the talents and skills of the school district personnel. Teachers in the elementary schools commented:

> Curriculum is district-wide and so I don't do much to determine it. I'm tired of change in curriculum all the time.
>
> In curriculum matters they'll listen.

High school teachers suggested:

> They incorporate right into the curriculum. That happened with someone who was qualified to teach oceanography. The students are affluent and can do things themselves. They collected money to build an astronomy observatory which the community is helping to build. The kids are terrific. There's a lot that they do, they're motivated.
>
> When the person is recruited with the knowledge they have, they are either induced or seduced to use it. It's as if there's a resource there available and it's variable whether it does get used.
>
> The departments meet fairly regularly and a lot of information is passed. Curriculum structure provides for input from a variety of skills.
>
> It gives them an opportunity to use what they have. I was asked about newspaper advising, they did take advantage of that. I had some friends in drama and theater that are used. The social studies teacher is an expert on film so he gets very involved in that.

6. Policies and procedures

Policies and procedures identify the scope of organizational efforts to plan, order, and control the methods by which the organization attains its goals. These methods are intended in most organizations to insure consistency and communality of operations contributing to quality and efficiency. In the service organization, policies and procedures perform similar functions even though operational processes are highly individualized by nature and product quality and efficiency measures are subject to debate. The organization under study here is a service organization which, by nature, allows for individualization of instructional activities and generalizes measures of performance. Policies and procedures capture two levels of school system activity: (1) administrative/ budget functions (2) instruction/curriculum.

Under the previous Superintendent, department chairmen were utilized as informal informants for information on building administration, while simultaneously building principals kept the Superintendent informed about instructional performance. Under the current Superintendent the structure of the organization has become much "flatter", meaning that administrative prerogative at the building level has been expanded, and curriculum development has been decentralized to local curriculum committees responsible to a central council. The scope of policies, or the range of organizational activities covered by central policy is extremely flexible in matters of curriculum, classroom instruction, and the development of learning and behavioral objectives. These functions are defined, evaluated and modified at the local level. Budgetary policies are also wide in scope but more systematic, and rightly less flexible. A staff manual for the preparation of program needs outlines the concept of program budgeting, supplies a system and worksheets for budget preparation. Here again, however, local initiative and discretion is built on the system. Budget recommendations are approved at various levels of the organization and eventually reach the Superintendent for final approval. At the local level, programs are defined by need, purpose, resource use and expected outcomes, and they are justified against other competing programs. The decision-making function begins, as it should, with those closest to the clients needs. Top administrators act to integrate the needs of the organizational components into a general framework of long-range planning, reflecting financial conditions and constraints placed by the outside world (state regulations).

Policies and procedures are also outlined in the teacher's handbook, which is given to every new teacher and reviewed, according to some teachers, at the beginning of each year. These policies are intended to cover the day to day, routine functioning of the school system, the scope of which is wide and flexibility of which is tight. Changes in policy, in particular budget and curriculum, are intentionally drafted and implemented with the understanding that local conditions mitigate strict adherence. Localization of policies through the administrative hierarchy in matters of administrative policy and budget development are practical approaches to management in the district. Curriculum and instructional changes, on the other hand, usually result from teacher initiative. Most changes in local instructional policy remain informal and need not require central office action: deliberative bodies, cluster committees at the different grade levels are given the responsibility to implement policy change for local needs. Policy formation and management practices fit well with the flat organizational structure preferred by the current superintendent.

Questions in the interview format and on the questionnaire probed the issue of policies and procedures, their localized and decentralized nature and flexibility. Staff members at the High School suggested the following: "It's very informal for the staff, they don't sign in. The word rule doesn't really fit. They do what they have to and what's necessary." "In some ways it's structured but you really don't know it. You have to come to work on time and not leave classes, but there's no formal code, although an understood structure." "None, except that they follow the rules concerning department. You are expected to be in your workplace on time and on your time you can go whereever you want." "We have a contract of starting and closing time, personal and sick leave, attending department and committee meetings and faculty meetings and being prompt." A teacher at the Middle School commented. Another commented: "I can use my own judgment. There's not a real department head other than at the high school. Sometimes we work with other teachers but most of the time we do our own thing. Occasionally we join together on projects. We can do things in our own way. We're free to choose. I don't know of any other way that's as free. I think our department is unique. We don't have an organized program, only what we organize ourselves. . ." An administrator commented: "The school is a social institution and things go on all the time, unanticipated outcomes, if you will. One had to realize that things are going to happen and you need help. Teachers are in the institution to get over these little bumps. You have to have the kind of operation that allows that. I don't rule and tell the teachers what to do. . .we don't have to hire that, that's a robot. You need the support of the faculty to get things done. It becomes a matter of establishing community within the school."

Responses to the questionnaire also gave indications of the nature of policies and procedures in the districts and especially the degree of flexibility allowed at the school level. We asked the staff how much freedom in planning their work they had. The majority in each school indicated that they had "a great deal" of freedom. No one in our sample indicated that they had no freedom "in planning their work." The staff later rated the planning and organizing in their school as "good." At the elementary schools the responses were less positive. Sixty percent indicated that the planning, organizing and scheduling was "good" and less than 30% thought the planning to be average. These responses are consistent with both the localized nature of instructional decision-making and revealed in most interviews with teachers in the district. However, consistent with these responses on the questionnaire was the attitude of the staff toward the location of important decision making activity in the school system: 30% of the staff indicated that the immediate supervisor made the important decisions, 28% indicated that top administrators made the important decisions, and 21% didn't know who made these decisions. Very few chose the opportunity to indicate that the school as a whole made the important decisions. Our explanation of this inconsistency is (1) "important" probably means different things to different people. Perhaps any decision made by the superintendent is important to some people. (2) Teachers do not consider themselves to be decision makers in the management sense of the term or even planners, organizers or schedulers. (3) The participatory flat organization structure with a decentralized system really doesn't function as we assumed from the "model" described by many staff members.

Finally we asked the teachers and administrators in the school system to rate the strictness of the rules in the school district. The district-wide response was: 56% average strictness, 23% somewhat easy rules, 10.3% very strict rules and 8% very easy rules. Staff members at the Rosedale and the Williams Schools said the rules were very strict, while at the Lincoln School the rules were thought to be "somewhat easy". The High School and Westly School were split. When asked if they were happy with the present strictness of the rules, 64% of the staff sample said they were content, 21% wanted stricter rules and 11% wanted less strict rules. Most of those who wanted stricter rules were Crittenden staff members, and most of those who wanted less strict rules were in the Westly, Rosedale and Williams Schools.

7. Time span and rhythm

Organizations, regardless of whether they are product or service-oriented, are constrained by time spans in which activities and tasks are to be accomplished. In educational organizations, the resource of time is especially critical to the accomplishment of goals. The academic year, roughly nine months in duration, is the time span in which the fundamental service of learning must be accomplished and evaluated. While learning and evaluation of learning accomplishments occur throughout the period or time span, the academic year is divided into incremental learning and evaluation periods resulting in a rhythm of integrated tasks for involved sub-groups. Planning of activities and tasks is founded in the academic year time span at the district level for the organization as a whole, while adjustments are made in the units periodically. Organizational energies are at a peak at the beginning of the academic year with diagnostic testing of student achievement and at the end of the time span with repeat testing, evaluating the accomplishments of the just completed time period.

During interviews conducted in the district, many teachers and administrators commented about the use of time in relation to their school responsibilities. One teacher suggested: "Arrival time is busiest." Another explained when she was busiest: "Always, I have over twenty teaching periods a week, 25 is the limit under the contract, but all those periods don't involve teaching. . ." Another teacher said: "during regents week and final week in November due to purchase orders for the next year." A High School teacher commented: "This year it was (busy) all year long. Previously it was the last month with exams. There's a fair workload, a number of classes and the number of students is fair." "For me," one Administrator said, "lunch time is busy and the end of the year as well as the end of each marking period. The work load is erratic. In the beginning I may have twenty things to do and then nothing. I have a lot of evening responsibility. . .the mornings are usually quiet and the afternoons are busier." One teacher's brief comment echoes that of many: "The Fall at the beginning. . ."

B. Process data

1. Communication systems

The achievement of school system goals depends upon effective coordination of the activities and tasks of the components of the system. Achieving system goals also depends greatly upon the consistency and speed of the components in responding to changing conditions which constrain successful performance of activities and tasks. Communication systems function as links between organizational operations (integration of component activities) at the sub-unit level and organizational planning at the system level. Information revealing current operational performance and changing environmental conditions passes through the communication matrix to middle and upper management. Reciprocal information flows back through the matrix to the sub-units and between the sub-units. Effective communication channels regulate the speed and accuracy with which the organization as a whole responds to environmental change. Unfortunately the ideal is the exception in organizational life. Communication channels, because they are links between subgroups and individuals, are utilized as message systems for the expression of individual goals and expectations. Thus a critical understanding of communication system fidelity depends upon isolating the relationship between the source of information, the intention of information and the audience for information. In the following section this relationship is studied and analyzed.

Communication systems are those channels of information flow existing in aggregate: (1) between members within individual sub-units; (2) between sub-units; and (3) between the system as a whole and the outside world. Here we discuss the dynamic properties of the communication matrix. Specifically, we seek to examine (1) the general nature of communication within and between the sub-units and the response to the outside world stressing the relationship of sub-unit personality to communication and (2) the organizational practices for receiving and routing outgoing information. These descriptive topics underscore the importance of source, intention and audience in manipulating the speed and accuracy of organizational information transmission. These two variables are essential to decision-making.

Along these lines, the staff isolated approximately twenty-six questions from the questionnaire that indicated, in our judgment, something about the way in which people related to each other and communicated their interests and concerns (The questionnaire and interview outline appear in the appendix.) These questions were reviewed and systematically placed into four categories for ease of analysis: (1) questions indicating quantitative contact with other members of the unit and organization; (2) communication related to work; (3) suggestions for improved communication within the unit and district; and (4) questions indicating qualitative contacts with others in the unit and organization. Each of these four will be briefly discussed with specific reference to the district as a whole and, in later sections, in reference to the individual components of the organization.

Communication patterns in the district as a whole

a. Quantitative indications of contact within the district.

We asked our sample of the district's staff how much opportunity they had for visiting others in the district during or after working hours, assuming that opportunity for visiting or contact at least provides opportunity for communication at the district level: 54.6% of the respondents indicated they had little opportunity for contact, while 45.6% suggested that they did have opportunity. We were then interested in the degree of contact enjoyed by the staff, and so we asked how many friends people had in the district. To this inquiry we found that 25% had at least 10 personal friends, 30% had between 5 and 10 friends, while 28% had 3 to 5 friends. It is clear that while only half of the staff felt they had an opportunity to visit with other staff during or after school hours, many had numerous personal friendships within the district. We assume that these friendships exist within the schools rather than between staff members of different schools.

We then asked the staff as a whole how much consideration their ideas were given by people within their individual schools and at the district level. Within the schools 48% of the staff indicated that their ideas were given "some" consideration, 28% said "a great deal", and 15% said "very little". Consistent with these responses were references to the Central Administration's consideration of ideas. Here 54% suggested their ideas were "somewhat" considered, while 25% said "very little" and 9% said "a great deal". We note here, as should be expected, that contacts are more integrated at the local level. We also asked the district staff how much fairness the school would show in the event of a conflict of opinion. Fifty-two per cent of the staff said they expected "a fair amount", 31% said "a great deal", 10% suggested "very little" consideration and 7% said none.

b. Indications of communication in reference to work.

We proposed a series of questions on relationships between people in the accomplishment of tasks and work at both the school and district level. First we wanted to know how staff members knew the quality of their work. We were interested to know if others communicated an evaluation or if staff members determined their performance against personal standards. Forty-one per cent of the sample indicated that a combination of indicators were important, and of this combination the most common factors were in order of priority: student response, administrative response, self-evaluation, and parents and community. In addition we wanted to ascertain how much help staff members received in job related problems: 42% indicated that they received "a fair amount", 35% said they received a great deal" and 20% said they received "very little". Similar to responses on "consideration of ideas," we noticed that most staff members enjoyed positive working relations. More specifically, we asked the staff sample who would be most helpful in resolving work related problems. The immediate supervisor (Principal) was suggested by 50% of the staff as the individual most helpful in solving problems, while other references were below 8% each.

Our sample of 136 staff members was then asked to determine how much contact they had with others in the school and district as a whole in doing their jobs. Within the school, 87% of the staff indicated that they either had "a great deal" of contact or "a fair amount", while in reference to the district as a whole the staff indicated that they had "very little contact (44%), 39% said "a fair amount", 10% "a great deal", and 5% said they had "no contact". As might be expected, contact within the school units is clearly more advanced than between units in the district as a whole. At a third level we were interested in how much contact staff members had with othersin their field outside of the school district. To this question the staff indicated: 67% said "very little" or "none", but interestingly 32.4% said they had "a fair amount" or "a great deal", with the largest group in the staff (47%) suggesting they had "very little" contact outside of the district. Finally, when they were asked if they were pleased with the amount of contact they had with others in doing their work, approximately half of the staff either wanted relationships the way they were or wanted improved contacts with staff members in the district.

When changes were to be made in the district that affected teaching or building administration, we asked the sample staff how much they were consulted. Nineteen per cent suggested they were "always" consulted, over 45% said they were "usually" consulted, 27% "seldom" and 9% "never." Again teachers and administrators seem consistently interactive in a positive and direct manner, while at least half of the staff suggests even closer relations.

Relevant to the implementation of management systems in educational organizations is the articulation of expectations. We asked the staff to evaluate how much the district expected, suggesting as one possible response that the district failed to make expectations clear; 61% thought that expectations were reasonable or "just about right". Similarly we were interested in whether supervisors and those above supervisors (interschool personnel) understood the technical problems faced by staff members in teaching or building administration. Sixteen per cent of the staff felt that those at the supervisory level understood the technical problems, -"very well," while 44% said they understood the technical problems, -"well," and 18% said "not well at all."

When we asked the staff what they liked least about their jobs, we were interested in how many would indicate lack of communication or contact with others in the school system. Only 2% indicated that they disliked the people they worked with, 10% suggested in part that there was too little interaction among staff members, 12% were unhappy about supervision and no one suggested that relations with the community were poor. The most important "dislike" was that of non-teaching duties such as paperwork and meetings.

c. Suggestions indicating desire for enhanced communication.

On the questionnaire, respondents had several opportunities to make suggestions for changes in the school system. When asked for three recommendations to help the person's school to accomplish its goals, 21% of the staff suggested explicitly "better communication, understanding and cooperation." The most common response was "better allocation of educational resources." These responses are consistent with the previous question which asked what the school was working hardest for. Here most said individualized instruction and curriculum revision rather than alluding to communication problems which was a concern to only 7% of the staff. Similarly, we asked the staff to make recommendations that would make the school a better place to work. Again we were interested in responses relating to communications between staff members. In response to this question, relations and communication were more prevalent: 27% of the staff indicated that improved working conditions would be important (class size, hours, class structure, pay and benefits and facilities), while 22% of the respondents explicitly suggested improved relations between staff members. At the Rosedale and Williams Schools, relations between teachers and between teachers and administrators were suggested; at the Lincoln School working conditions were more important, and at the high school relations between teachers were more important.

d. Qualitative indications of contact with others in the school district.

Many of the questions asked on the questionnaire requested qualitative evaluations of communication, cooperation and contact within the district. Instead of how much contact and/or cooperation exists in the school district, we here ask the sampled staff to suggest the characteristic nature of communication and interaction. We first asked the staff to indicate the quality of relations they enjoyed with the community as a whole. When asked how the community felt about each individual's school, the responses were: 61% said the relationship was friendly, 23% said neither friendly nor unfriendly, 11% said they did not know and no one indicated that the community was unfriendly.

Similar to our inquiry about personal friendships in the district, we asked the staff to qualify their relationships to others in their school system. When asked how well they liked people in the district, the response was: almost 50% said they liked people "a great deal", 47% said "rather well", 1.5% suggested they like people "very little", and again no one responded that they liked people "not at all". Along the same lines we asked the group to rate how well people got along where the respondents worked. We were told by 61% of the respondents that people were "quite friendly" and 14% felt relationships to be "distant, but not unfriendly." Only 1.5% indicated that the people they worked with were unfriendly. Analogous to our question on wanting closer work contacts we asked the sample if they desired closer personal relationships. Again we were told that most people wanted the same distance relationships they currently enjoyed; specifically 80% said they wanted relationships "the way it is now". We also asked the staff who they would go to with a "gripe or complaint". Consistent with an earlier question concerning job problems, 39% of the staff said their immediate supervisor, 27% said a fellow worker, and 9% said a person above their immediate supervisor.

Later in the questionnaire we asked school personnel to rate the cooperation they got from others in the school: 52% said the cooperation was "good", 26% said "excellent", 18% said "fair", and 2.5% said "poor".

Two questions were asked of the staff to qualify the level of tension and friction they experienced in their school and in their school district during a typical day. First we were told by 65% of the respondents that "very little" friction and tension developed in the school, 16% said "a fair amount", and 2.2% said "a great deal" and "none". Here,as in other responses, we seek to describe the atmosphere of the school units and the district, suggesting that in an atmosphere of friendly relationships, close contact and the absence of tensions, communication and cooperation are more likely to develop and perpetuate. Concurrent with this assumption, we asked who made the important decisions in the school. Thirty per cent thought the immediate supervisor made the most important decisions, 28% said the top administrators made the important decisions, and 21% said the school as a whole, which according to the decision-making structure reviewed earlier seems inconsistent with the content of most interviews conducted in the school units.

In a final set of questions we specifically asked the staff about communication channels and the individual's freedom to talk over problems with supervisors. We first asked where or how people learned what was going on in the school district. Seventy per cent of the respondents indicated that their common source of information was the"grape vine" or fellow workers, and that 21% of the staff sampled depended mainly upon either official bulletins or administrators for information. When asked how free they felt to talk over job problems with their administrative supervisor, the staff answered (40%) that they felt "very free", while 32% felt "fairly free", and 19% felt "constrained". Similarly we asked how free people felt to discuss problems with the person above their administrative supervisor; about 30% felt "not very free", 27% felt "fairly free", and 25% felt "very free", finally 14% felt "not free at all".

Our objective in this section is to present the responses of our sample on both quantitative and qualitative evaluations of contact, cooperation, communication, and other relationships between the individual school units as revealed from responses on the questionnaire and, more importantly, from the interviews. Communication patterns within individual school units:

(1) The Westly school.

The school district is formally organized on the basis of clusters of grade levels: specifically elementary, middle level, and high school. Within each cluster, curriculum planning is promulgated by a cluster committee; in the Wampus School, made up of a master teacher, three elementary teacher representatives and the principal. This group meets bi-monthly and concerns itself not only with matters of curriculum but also with the in-service program, workshops and budget decisions. At the district level, a NCC (North Council for Curr.) describes reports and recommendations from the Adams committees, upon which district curriculum decisions are made. The decision process integrates sub-unit leadership through a centralized policy making committee. Commenting on this formal communication system, one administrator suggested: "We get a lot of feedback. I have a building committee, like a principal's advisory committee of four teachers. Established through the teacher's contract, the teachers meet and designate people. I have four very good people on that. In the winter they were meeting with me almost every week. You get feedback from individual teachers all the time. We have chairmen of the different subject matter committees and they report to the grade Adams committee." At a more informal level teachers suggested that communication occured through "reading newspapers and word of mouth" or "through faculty meetings." The administration sends around a flyer; memos and notices in the lunchroom". Patterns of communication were more explicitly exposed on the questionnaires. The following summarizes the attributes and perceptions of the staff members sampled at the Westly School.

The analysis assumes that the degree of isolation or contact between individuals in an organization, while not correlating directly with patterns of communication, does suggest the existence of opportunity for communication and interaction. Here we seek to demonstrate through a review of quantitative indicators, the level of contact enjoyed by the Westly School staff.

With reference to our quantitative indications of contact, the Wampus School responded consistently with the school system as a whole in terms of visiting others in the district but suggested they had fewer friendships that those in the other schools. Staff members at the Westly School suggested that their ideas were given "some consideration" by their colleagues and in reference to the district as a whole the staff sampled at the Wampus School suggested with equal frequency that their ideas were given "some consideration" and "very little consideration". Finally, almost two-thirds of the Westly staff suggested that the school would show a "fair" amount of fairness in conflict of opinion.

In regard to working in the school, most staff depended upon student response or achievement as an indication of their performance; they expected a fair amount of help from their immediate supervisor in dealing with related problems and experienced a great deal of contact in working with others in the school and only a fair amount of contact with others in the school district. Inconsistent with responses in the district, the staff at the Westly School indicated that they were seldom contacted about changes in their jobs (61%) and 72% of the staff indicated that the school district expected too much of them, even though no one suggested that the school district fails to make expectations unclear. Forty-four per cent of the staff felt that their immediate supervisor and those above him did "not very well" understand the technical problems they faced in doing their jobs, and when asked if the school would show consideration if a personal problem interfered with their work, over half said that the school would show a fair amount of consideration.

When asked for a helpful recommendation for achieving the school's goals, the staff at the Westly School most commonly suggested "providing enhanced communication, understanding and cooperation". Similarly if the Westly staff could make changes in order to make the school a better place to work, one third of the faculty suggested improved relations between individuals, "especially between teachers and administrators".

Of the staff at the Westly School that we sampled over 61% suggested that relations with the community were very friendly which was consistent with the responses of the district as a whole.

Over 55% of the staff liked other people in the district where they worked or had contact with; two-thirds suggested that people were quite friendly and well over three-quarters of the staff were happy with the current closeness of relationships. The staff indicated they preferred to bring job related problems to their immediate supervisor and said the cooperation they received was mostly good. Within the school the staff recognized very little tension and friction but at the district level they suggested with equal strength that there was a "fair amount" and "very little". Few staff members felt that important decisions were made by the school as a group; the majority, however, relied on fellow workers for information. Finally, at the Westly School, the staff felt much less free to talk about problems with individuals above their supervisors than they did with people in their own school.

(2) The Williams and Rosedale Schools

Although the Williams and Rosedale Schools are independent, they share a single principal. This led to administering the questionnaire to a combined group of both professional staffs. Consequently, it was impossible for our staff to differentiate the questionnaires by school unit, and thus responses reviewed in this section should be suggestive of general attitudes of the combined group and not indicative of the nature of individual school staffs. Interviews conducted during several visits to the school system yielded a mixed and complex view of interaction and communication within these two groups. Common at all interviews conducted was a concern for effective communication and cooperation. We were told that there were no really good ways of communicating, and that generally the important information came from the principal or through notices. However, others commented that communication at the elementary level was dictatorial; the administration "sits up on the hill giving orders, calling too many meetings, rewriting the curriculum so many times". Others suggested that at the elementary level the administration is very dogmatic and disinclined to consider other points of view. This, however, is less consistent with responses from a larger sample on the questionnaire in which 80% of the Williams and Rosedale faculty suggested that ideas are given "some" if not "a great deal" of consideration. We also heard "The principal is accessible but always assumes the problem is with the teachers". However, on the questionnaire 60% of the staff sampled felt "fairly free" to talk over problems with the immediate supervisor. In relation to the other schools this group responded with slightly less freedom. All other schools felt "very free" to talk over problems, although the percentage margin was narrow.

Personal friendships of staff members at the two schools were consistent with the district as a whole, while almost half of the staff felt they had a "fair amount" of opportunity to visit with others during or after school. Inconsistent with the content of interviews we conducted was the response to our question: "How much fairness would the school show in the event of a difference of opinion?" Sixty per cent of the staff indicated that the school would show a"fair amount" of fairness while 20% indicated "a great deal" of fairness.

Teachers and administrators at the Williams and Rosddale Schools depend equally on student achievement, administrative evaluation and community/parent response in assessing their performance. Of these three, the last received the strongest response. The staff also suggested that in helping with problems they most often expected to receive a fair amount from their immediate supervisor.

We asked the staff later in the questionnaire to quantify the amount of contact they had with people they worked with in the school, the district and outside of the district. As with the Westly School, these two elementary schools had more contacts in the district and very little outside of the district. Most of those in the district who responded "very little" were in the William and Rosedale Schools. Teachers at these two schools were "usually consulted" about changes affecting their jobs, and when asked if the district failed to make expectations clear, only one of the twenty in our sample responded in this way. The only other unit feeling better informed or aware of expecations was the Westly School. We also wanted to know how these two staffs felt about their supervisors understanding the technical problems they faced in their jobs (time, space, logistics, facilities, etc.). Here 70% of the staff suggested that their supervisor understood "very well" or "rather well", while 20% thought their supervisor did not understand very well. Finally, when asked to suggest what they did not like about their job, 25% of the staff suggested that emotional satisfaction (respect, pressure, responsibility, interaction) was important.

We asked the group to suggest changes or make recommendations to help the school achieve its goals of making the school a better place to work. Only two individuals suggested better communication and interaction in the school might be helpful in achieving the school's goals, and 20% of the staff felt that better relations between teachers and staff and among teachers might make the school a better place in which to work.

As with the professional staffs of the other schools, we were interested in qualitative evaluations of communication, interaction and contact by Williams and Rosedale teachers and administrators. Ninety per cent of the staff felt the community to be "very friendly towards it", which perhaps reflects the community's input as a source of teacher performance assessment. Over half of the staff said they like people "a great deal" in the district, most said they experienced "quite friendly" relations with the people they worked with and the majority indicated they were pleased with these relationships. Over half of those sampled in these two schools said the cooperation they received was "good", while a third suggested that it was "excellent".

While the level of cooperation the staff acknowledged ranked high in comparison to other schools, the level of tension and friction in these units was higher than in other schools: 40% said there was "a fair amount" and 45% said there was "very little". At the district level, 55% sense a "fair amount" of tension and friction and 25% sense "very little".

Staff members at the Williams and Rosedale Schools felt more assured that decisions were made by their administrative supervisors than did staff at other schools; 10% recognized their own role in decision making and 10% thought top administrators made the important decisions.

Finally, we asked a series of questions relating directly to communication in the school. First, as in all other units, fellow workers supplied most of the information the staff received. Rumors also accounted for a source of information. Sixty per cent of the staff felt fairly free to talk over problems with their administrative supervisors, while most felt much less inclined to discuss the same problems with individuals above their building-level administrators.

(3) The Lincoln School.

In interviews with both teachers and administrators at the Lincoln School, the individualized nature of instruction, openness of communication and participatory decision-making were constantly reverberated. An administrator explained that they had "accomplished a climate of an open school, the implications of that are that communications between administration, teachers, kids are open and free, lots of interaction, interpersonal relationships. . .there isn't a feeling of kids not knowing how to handle things, how to use the system, the same thing with parents, there's an informal system of how to use things around here. We have an informal friendly relationship with the teachers in the building. We have involved them from the beginning and we take the view that we're colleagues rather than supervisors." Similarly, "In this school we're organized around teams, the teaching team is the critical component within the school. Whatever happens to kids who are affected by that team, the information emanates from that team. . .rather than using paper, we go through team functions although there are memos, the flow of information is parallel as well as vertical. Information moves from everyone back and forth. There's continual recycling. In the district information flow is tradition, it comes down from the superintendent to the principal and the principal sends out within the school. Teachers and administrators sit down with each other and discuss and make decisions about curriculum. . . ."

The open climate of the Lincoln School was also echoed by teachers we interviewed. One teacher commented: "It's unique; you just walk in & ask. In other places you have to go through the secretary & it's long & involved. But not here. These doors are always open like Metroliner Station; there's freedom, no upper & lower status feelings. We have two unique people, Petroceli and Guttenberg , they maintain an open free feeling."

Others suggested:

> I ask the principal or he tells me. I have a pretty close relationship with him or the assistant principal. Other people may go to union people. There are a couple of armed camps, some reactionaries. The administration is sort of liberal but in playing is still there. I would contact the administration.

> A lot of it is morning coffee in the teachers room, talks during lunch with other teachers, faculty meetings, association meetings, mostly I guess Association meetings.

> Meetings and the lunchroom. We meet before school for coffee. Just talking to people. There are certain teachers I never see because they don't care to join the rest of the people. People sit and talk informally and you learn much more there than you do formally.

When asked on the questionnaire to quantify friendships in the school district, our sample of 41 from the professional staff at the Lincoln School ranked second only to the High School in most friendships. Most staff members suggested that they enjoyed a "fair amount" of contact with others outside of their school. As with other schools, staff members at the Lincoln School felt their ideas and suggestions to be more effectively received by school administrators, as with district administration. In comparison to other schools, however, the High School and the Westly School staff felt their ideas better received than those at the Lincoln , even though all those we interviewed at the Lincoln School remarked favorably on the openness of the school's climate. More consistent with the content of their interviews was the response of the staff to the question of how much fairness could be expected from the school in the event of a difference of opinion. Here the Lincoln School ranked first in the number of those who expected "a great deal" of fairness.

With reference to working in the school, the staff continued to display a series of positive statements about communication, contact, and interaction. In assessing the quality of their work, staff members at the Lincoln School suggested with equal frequency that self-evaluation, student response and administration evaluation were important. Their administrative supervisors were "fairly" helpful in solving job related problems and almost half of the staff indicated that they were "usually" contacted about changes in their school policy that affected their jobs.

In relation to other school staffs, those at the Lincoln School replied with less frequency, "very little" and "none" when asked how much contact there was with others in the school. In terms of contact with others within the district, Lincoln teachers and administrators said they had "very little", and with others in schools outside of the district, they had "very little" contact. This is consistent with a comment by an administrator: "We're going to put a hiatus on in terms of that (conferences and contacts with professionals outside of the district) at this school cause we're interested in taking a look at what we're doing rather than what others are doing. Over half of those in the district who indicated that the school system failed to make expectations clear were in the Lincoln School; however, in general, over 65%

of the staff felt that expectations were "just right." Most teachers felt that their supervisor understood the technical problems they had to face in doing their jobs, while very few indicated the lack of interpersonal contact, communication and interaction.

We gave the teachers the opportunity to make suggestions and recommendations that might help the school better achieve objectives and make the school a better place to work. Almost 25% of the staff suggested that communication and better relations among staff members would help the school achieve its goals. While 22% had recommendations to make the school a better place to work, four individuals suggested that relations between teachers and administrators would make the school a better place to work.

As with other schools in the system, we asked the staff at Lincoln School to qualify their attitudes on the nature of communication and interaction in the district. Most of those we sampled felt that the community was very friendly toward the school; however, we did note that at the Lincoln School there were more who thought the community to be unfriendly than in the other schools. Sixty-one per cent of the staff indicated that they liked the people they worked with in the district "rather well," and, with less frequency than those in other schools, that the people they worked with got along in a quite "friendly" way. Similarly, of all those in the district who characterized relations as "distant but not unfriendly", most were in the Lincoln School.

When asked about the amount of cooperation they received from others in the school, the staff at the Lincoln School gave the weakest endorsement of cooperation: 25% each suggested that cooperation was excellent and fair, while approximately 46% maintained that cooperation was good. These responses were less enthusiastic than comments made in the interviews.

Seventy-three per cent of the staff sensed "very little" tension and friction in the school during a typical day, while in addition, almost 90% of those who sensed "a great deal of friction" in the entire district sampled were in the Lincoln School (8 of 41 sampled in the Lincoln School).

About thirty-one per cent of the staff suggested that either top adminstrators or the school staff as a whole make the most important decisions in the district. Over two-thirds of the staff depended upon their fellow workers or the grapevine for information. Finally, slightly over half of the staff sampled said that they felt "very free" in talking over problems with an administrative supervisor. Few members of the professional staff thought it extremely difficult to approach those above their administrative supervisor with problems, although over 40% felt "not very free" to talk over problems.

(4) The High School.

Formal information at the High School, an Administrator suggested, "is channeled through the heads of departments. They handle specific curriculum issues. The line of authority goes straight from the principal to the department heads to the teachers. We also have what we call "Insiders" which have representatives from both teachers and students. Their purpose is to look at problems more from a student point of view, and less in terms of specific instructional or discipline problems." Another administrator commented: "Most information is informal, there aren't too many meetings, some memos . . ." Several teahhers maintained that communication and information flow depended largely on informal channels. One said: "I hear from my friends in school. It's gossipy. Today I overheard something about negotiations that were going on. I don't usually actively seek out that stuff. When things are decided there are memos and you get information from faculty meetings." Other teachers suggested:

> Info generally gets to the teachers by means of other teachers. The administration gives you the required info and hands out a thick book the beginning of the year giving you the rules of the district. There are small things which make teaching less complicated that one must find out by oneself. Working at the two schools I drive from one to the other. It is said that I can deduct the gas I use. The school system should inform a new teacher of that. They should tell you to turn in a slip of the amount, you don't find out until six to seven months later when another teacher tells you. Small things aren't told. There are memos. The teachers association is very strong and active and always makes a point of being informed. They will inform the teachers. Difficulties come when you have to struggle to get information. In general, the system leaves teachers on their own and sometimes that is not good. I always feel that I'm the last to know. Mainly informally over lunch with teachers. Committee meetings, it depends on how you interpret what's going on. Faculty meetings and occassionally for some major new project the superintendent comes to talk.

> From informal groups of teachers. If you have rapport with students you can hear a lot from them. Formally they get printed notices from the principal. Also the Adams committee which is a committee which takes information from all the departments.

Within the district most of those teachers and administrators who suggested that they had at least ten friends in the district were in the High School; this accounted for one-third of the responses to this item among High School personnel sampled. High School staff members had less opportunity for visiting with others in the district than people in other schools. This group was more diversely distributed when asked how much fairness they might expect from their school in the event of a difference of opinion. Over one-third expected a "great deal" of fairness, better than 40% expected a "fair amount" of fairness, and 14% expected "very little" fairness. A greater percentage of staff members in the High School thought that their ideas would be given a "great deal" of consideration by the school than did individuals in other schools and similarly a high percentage felt their ideas carry greater weight at the Central Office.

Related to work experiences in the school was another series of questions asked of the High School staff. In assessing the quality of their work most individuals suggested student achievement as a primary indication and administrative response as a secondary indication. Interestingly, most of those teachers in the district sample who thought they would receive a great deal of help with job related problems were in the High School. This accounted for over 43% of the responses in the High School, and approximately 28% suggested they would receive a "fair amount" or "very little" help. Most maintained that their immediate supervisor would be the most helpful; only one person in the entire district suggested the teacher's association and this person was in the High School.

With reference to the amount of contact teachers and administrators had with others they worked with in the school, within the district and with professionals outside of the school system, over 45% suggested either "a great deal" or a "fair amount" and half said "very little". In terms of the outside world, 29% said a "fair amount", 45% said "very little" and over 16% said "none". The High School staff as a whole indicated they had the most contact with the professional world of any of the schools in the system.

The response was extremely diverse to the question of how much people were consulted about changes that affected their jobs. Over 20% of the staff said they were consulted always; 43% said they were usually consulted; 29% said they were seldom consulted; and 6% said they were never consulted. In comparison to other schools, the High School was more emphatic at the extremes, while other schools said they "usually" consulted with the highest frequency. Only 8% of the High School staff felt that the district failed to make expectations clear and more thought expectations to be "about what is right" than in any other unit.

Teachers and administrators in the High School more often suggested working conditions as a major source of job dissatisfaction then did professionals in other schools; while almost 15% said that school administrative personnel and supervision were concerns. Similarly, we asked the staff to make recommendations and suggestions that would help the school to better achieve its goals and make the school a better place to work. While no single response was outstanding, 22% suggested revising the curriculum,21% suggested better communication and more effective relationships between faculty and administration, and 14% had no recommendation for helping the school achieve its goals. Similarly, when we asked the staff to suggest three changes that would make the school a better place to work, the most frequent responses (approximately 1/3 of the faculty and staff sampled) were "better working conditions" (class size, class structure, staff aides, hours, schedule, pay and benefits and facilities) and "improved relations between individuals" (especially among faculty members, although some suggested a change in personnel and reactions between teachers and administrators).

Responses to community feelings toward the school were consistent with other schools. Almost 60% felt the community to be very friendly and 31% thought the community to be "neither friendly nor unfriendly". Also consistent were teachers' and administrators' liking of other people in the district. Over 66% of the High School staff thought people to be quite friendly and, as with other schools, most of the faculty and staff at the High School were pleased with the closeness of relations. Half of the respondents at the High School rated the cooperation they received from others as "good" and almost 40% said the cooperation was "excellent."

Fewer people in the High School than in any other school felt the level of tension and friction in their school to be high. In fact over 66% of the staff said the level was very low and 16% said there was no friction and tension at all in the school. Within the district as a whole the staff we sampled suggested the level of tension and friction to be the same as in the High School.

As with the Lincoln School faculty, most faculty at the High School thought that important decisions were made by the administrators and by the school as a whole. And consistent with other schools the faculty and staff at the High School depend upon their fellow workers and the grapevine for information. Finally, we asked how "free" people felt to talk over problems with their immediate supervisor and those above their immediate supervisor. Over 35% felt either "very free" or "fairly free" to talk over problems; however, most of those who felt "not at all free" within the district sample were in the High School. In terms of talking to administrators above the building level, High School staff members felt more comfortable than individuals in other schools; over half of those who felt "very free" to approach top administrators were in the High School.

(5) Central Office

Our interviews in the Central Office were limited to the Superintendent and the Assistant Superintendent for Business. The Assistant Superintendent for personnel was no longer with the district at the time of our interviewing. While the interviews in the Central Office specifically dealt with (a) the design and development of management practices and (b) the "job action" during the 1975-1976 school year, several comments were made specifying forms of communication between the Central Office, the schools and the community. We were told first that the Board of Education supplied some feedback to the district. One night is set aside for Board-Superintendent relations. Close relationships with teachers were very difficult to maintain. Administrators serve as vital links in a decentralized system of organization. Heavy reliance is placed upon the building administrators in implementing and managing programs. Because administrators are given broad mandates, and because they have close relationships to teachers "information comes out better". The Superintendent in the past has asked the council to draw objectives for the Superintendent to follow during the succeeding school year: "One can see that an objective is meant to redress something that has been a problem". Similarly, ". . . the administrators talk to me a great deal, to one another. There's a great deal of interaction because we're so few."*

---

*Nine individuals in the Central Office completed questionnaires for our analysis. There were a variety of occupations included, obviously some administrators and some support staff. We suggest that the following comments be viewed correspondingly in the light of the diversity of the respondents.

Most individuals responded on the questionnaire that they have very little opportunity for visiting with others in the school district, although friendships within the district ranged from ten to none. Within the Central Office over half of the sample failed to respond to the level of fairness that unit might show in the event of a difference of opinion; 33% did say, however, that they expected a great deal of fairness. This includes non-professional staff.

Most staff members in the Central Office indicated that they expected a great deal of help in dealing with job related problems from the immediate supervisor. A third of those sampled said they had a great deal or a fair amount of contact with people in the school district. Interestingly, one-third of the respondents said they had either "a great deal" or a "fair amount" of contact with other professionals outside of the district, although we do not hasten to infer from this response. More than one-third of the Central Office staff said they were either "always" consulted or "usually" consulted about changes affecting their jobs. Most people thought that the office would show a "great deal" of consideration if not "a fair amount" in dealing with a serious personal problem that interfered with the person's job.

Ninety percent of the sample staff were unable to suggest a change that might help the Central Office achieve its goals, and similarly most had no recommendations to make the place they worked better. Two individuals suggested better planning and allocation of school resources; two others suggested better relations between individuals.

Most Central Office personnel completing the questionnaire failed to respond when asked how the community felt toward their unit. This we attribute to the phrasing of the question rather than to a lack of opinion. Over 75% of the staff did indicate that relations among those workers in the Central Office were "very close and friendly": and all were pleased with the closeness of present relationships. Most suggested that their immediate supervisor would be most helpful in dealing with a job related problem, and that the cooperation they received in doing their work was only "fair." Forty-four percent sensed very "little" tension and friction in the Central Office and most failed to suggest the level of tension and friction that existed within the district as a whole.

When asked who made the most important decisions in the district, over 55% failed to answer, while others said the top administrators and the immediate supervisor. Forty-four percent failed to suggest where they learned what was going on in the district; however, one-third of those who did respond said they depended upon their administrative supervisors for information. Fifty percent of those sampled in the Central Office felt "very free" in talking over job problems with their administrative supervisor, while 33% each said they felt either "fairly free" or "not very free at all" in approaching those above their immediate supervisors.

(6) The Community and the Outside World.

In the accomplishment of goals, an organization depends upon the external world for important resources. One critical resource is salient and accurate information through which the organization adjusts to change. Information received by an organization can be interpreted as an opportunity for more efficient and effective goals, or as a threat to the achievement of goals. For this reason the relationship of an organization to incoming information reflects the level of organizational effectiveness within the framework of a constantly changing environment. Through interviews with organizational members and members of the outside world, patterns of information handling and use emerge. In this concluding section on communication, channels in the Byram Hills School district we seek to describe (a) how the organization learns about the outside world, and (b) how the outside world learns about what is happening in the organization.

In 1966 the Tarryford School district sought to attract and establish the most highly qualified staff conceivable under the Excellence Now program and offered salaries several thousand dollars higher than most school districts in the country. This program was, in effect, an attempt to monopolize teaching skills and experience, as well as an opportunity to gain information. The cost of this information was, in the words of one interviewer, an "astronomical salary scale." This expensive appetite for a diversified staff lasted for several years until many people in the community realized that excellence could not necessarily be continued in the future. Similarly, within the community many people noticed that the liberal/progressive staff hired under the "Why Not" program had become more conservative and passive, less "ready to challenge the system". Others reduced the current state of the school system to "isolationism"; the system was not preparing children for life outside of the Byram Hills community. Within the period from 1966 perhaps until today, many of those we interviewed offered concerned commentary on the decay of "Why Not", the district's propensity to bring in staff members "from down the road", and the school systems' "Golden Ghetto" atmosphere.

While in a historical sense the school district has moved into a period of staff stabilization, there is less influx of new talent, ideas and information; many individuals in the district offered comment on the channels of communication with the outside world. Many staff members depend upon newspapers for information, particularly about dealing with the Board, the Budget and negotiations. Others suggested that the very active teachers association was a constant source of information on community sentiment, Board policies and current trends in teacher's organizations elsewhere. In the past, the district has also encouraged visitation to other school systems and to professional conferences. However, in recent times, as one administrator commented, his school was more interested in finding out what they were doing than in what others were doing. In reviewing interviews with teachers the following comments emerged. From a High School teacher we were told: "They have people who go out on evaluations (mainly teachers) and provide substitutes to cover your classes and you are encouraged to look at other schools. People don't always want to leave their classes. They do attend some conventions." An administrator suggested: "We try to encourage visitation to other schools. There are conferences. The teachers are very good about going to these. In the future they intend to encourage them more. It's trying to find ways of evaluating what we do in relation to goals. There are many who are wary of how best to get faculty involved in it and don't know the right way as yet."

Community members explained that parents often informally communicate school related issues to members of the Board, who, in turn, rather reluctantly serve as conduits directly to the school administration. The PTA was mentioned as being extremely active in communicating parent sentiment to both teachers and school administrators. Comments from administrators suggested that the PTA assumed an active role in the school system. One said "we have a superb PTA. They're fantastic, very large. Excellent leadership and interest in the schools. They do whatever we need, fund raising, book fair, cultural enrichment, library committee."

Another community member discussed communication with the school system as "pretty much through official channels. Sometimes you go around those. Some use petitions, but when you talk to people you explain that's not the best way. With the language arts thing people were very upset and there was a petition signed and only because there were several hundred people involved who signed it. It was the only way to get the attention. School Board meetings are not generally well attended. People only go when they're screaming mad and ready for a fight and they don't want to deal with red tape which takes a long time."

Several members of the school community maintained that one current problem is that many parents and members of the general community were unaware or reluctant to use direct channels of communication with school personnel. Many disgruntled parents depend upon intermediaries for the transmission of complaints or suggestions rather than approach the particular school, administrators or teachers best prepared to resolve the issue. Several individuals suggested that much of the community remained passive towards school politics. The "professionals" in the community were cited as the more vocal segment of the community. They, we were told, were much more inclined toward direct action and involvement in school issues.

III. Interpretative Data

A. Current Organizational Functioning

1. Organizational perceptions

In the course of this case study we have attempted to describe the environment within which the organization functions. To this end we have characterized demographic facts of the organization, the historical life of the organization, the structural data and processes which function to integrate the components of the organization with the outside world. We now turn to an interpretative analysis of the organization's life: the way it perceives the world around it, what it thinks and feels, and how it behaves.

The organization is a living organism composed of highly integrated symbiotic components which function together as a whole for the purpose of survival within its environment. During the course of its life, the organization is exposed to constant change to which it must adapt, defend, or else succumb. Longevity thus depends upon constant nourishment, the processing and consumption of resources, both quantitative and qualitative. Qualitative consumption suggests the organization's propensity for discriminating between healthy and malicious resources. One process critical to this organic activity is the development and maintenance of accurate perceptions of itself and the outside world. Organizational perception is the total view the organization has of its internal and external environment. Perceptions similar to actual reality provide the organization with processes for adequately discriminating between resources, threats, opportunities and goals. Perceptions dissimilar to "construct reality" reduce the organization's discriminating power and result in inappropriate reactions to the internal and external environment.

a. Direction and span of attention

We begin our analysis of organizational perceptions, and their relationship to the reality of the internal and external environment, by drawing parameters of the scope and span of organizational perceptions. We seek to demonstrate the variety of life experiences in the school systems to which individuals have expressed perceptions. To this end we list those aspects of school life that people think about often:

1. Less fear of parents.
2. Articulation of individualized education.
3. Continuing the attitude "what can we try now" in instruction.
4. Increasing the interaction and sense of interdependence between teachers at different cluster levels.
5. Why haven't we been able to tell the community what we are doing and why.
6. We need to weed out the incompetent teachers; those on the periphery of the "professional" core; those who are not committed to education and who are only drawing tremendous salaries.
7. Our faculty was brought in with one goal--to make changes, but haven't we had enough for a while? Can't we sit back and

see where we are?

8. "It's always been nice, lovely evaluations, but it doesn't mean anything."

9. On budgeting: "We have to think about what we want to do and why we are asking for a particular thing. . ." commented a middle school teacher.

10. Accountability really does effect teachers, they use the print outs to see about costs, but that's only for the Board and the administration.

11. Too much change, and not enough interest in process and outcomes.

12. "Play is the business of learning (and you) try to explain to children that learning is worth it."

13. "You can't take too much time in changeover (from traditional instruction to new methods)."

14. "Most people don't understand or care what you're talking about anyway. We use euphemisms for instructional programs and can rally support for things that make sense for kids. That will make the school system better. . ."

15. The non-academic child and the special learner are being ignored in our educational program.

16. "There are a lot of young people hired with young ideas and maybe we need some of the older stern disciplinarians. We need firmness, this is what you can and can't do. There is too much freedom in this school. We need a little more strictness. . ."

17. "Maybe (there's) not enough structure or tightness in certain areas. It depends upon the individual teacher, like it depends upon the individual student in certain classroom settings to set his own responsibilities, and make sure that he carries them through, because you're the one who's going to eventually be responsible for doing that in a building like this. The kind of freedom that we're giving can lead to difficulties with kinds of people who are not willing to accept it and to be thorough going in their own responsibilities. . ."

18. Let's legitimize what we are doing, our program, our evaluations. "Let's get involved in supervision and evaluation rather than having it hanging or coming down from above. . ."

19. ". . .cutting of academic programs. The school system has always stood for academic excellence and should not be downgraded. . ."

b. Degree of alertness, accuracy and vividness

A fundamental assumption of the research effort is that the future well-being of an organization partly depends upon (1) whether the organization knows what is going on inside the organization and in the outside world; (2) the degree of discrepancy between what the organization sees going on inside and around it, and what may actually be going on; (3) whether the organization can tell the difference between harmful and beneficial influences inside and outside itself; and (4) whether the organization can react to these conditions in an appropriate manner, either capitalizing on beneficial influences or defending against harmful influences. In this section we explore the school system's ability to (1) be alert to the things that are happening inside and outside the school system; (2) accurately perceiving harmful and beneficial things going on; and (3) adjust its "fine tuning" to the implications of things happening for the future of the school system.

Organizations must be alert to past events, present conditions and their implication for the future. Similarly, an organization must be aware of both changes inside the organization and outside, and be able to differentiate the source or cause of the helpful or harmful change.

There is a fundamental alertness in the Tarryford school system that the concepts, practices and goals of the past are no longer justified in the present. The school system has realized that educational excellence is not necessarily a function of expenditure, the credentials of the faculty, or the volume of innovation and change. Within the school system there is feeling that there must be more to quality education; there must be outcomes. There is an alertness to the new environment of the school system, to the fact that resources are scarce, population changes are inevitable, and Tarryford is not isolated from the constraining effects of the outside world.

The first ten years of the organization's life were characterized by expenditure, expansion and innovation, all in quest of "Why Not" which no one took the time to define. As with a maze with no conceivable end, the school system today is alert to the need of: (1) defining what quality education means; (2) defining the process of education practiced as a result of ten years of blind innovation; (3) assessing exactly what has been achieved; (4) determining where the educational system is going, what are the goals of the future, what are the outcomes that represent achievement of these goals, how will we know when we get to wherever we are going and simply why are we going there; (5) how do we articulate all this to the community; and (6) how can we place these questions within the context of today's socio-economic environment. Common to these interests is a basic concern in the school district for assessing its own identity, independent of other school systems. People in the organization want to look at themselves and ask what are we doing and why are we doing it. This awareness is critical to all organizations.

c. Assessment of the discrepancy between reality and perceived reality

Our analysis suggested that more often than not the school system constructs accurate and alert perceptions of its internal and external environments. Those aspects of organizational life which are perceived inaccurately or are unnoticed by the organizational participants are of interest in this section. Here we assess the discrepancy between what the organization sees going on within its internal and external environment, and what may be occuring in actuality. While we underscore the impact of the staff's ability and interest in self-evaluation, definition of process, development of outcomes, and articulation to the community, we suggest that there are several parameters of the organization's environment which remain imperceptible or inaccurately perceived.

There are a minority of individuals in the organization who maintain the equation between quality education and expenditure, and another group who suggest that cost and quality do not necessarily have any relationship. One teacher suggested:

> You see this is one of the unique factors about Tarryford. The inception was that we had all the ideas, educationally sound ideas, not all of them, but in the main; and had a community that had the capability to support those ideas so that the theory could reach out. Now you have the tendency to avoid this, the support, the financial support which then will limit the horizon severely . . . the dynamic growing of the school district.

Another commented:

> The school system is sneaking away because of economic pressures from this very high academic role. There's a trend of being more pragmatic and the system must decide what it wants. I would like to see it put education first. . . We are concerned with doing things important for the welfare of the student. What the student needs in order to obtain a job, rather than

> providing overall academic excellence. I like to see practical areas taken care of but there is an obligation to provide a good, wide base.

Alternatively, from another teacher; "This is a service organization and who the hell cares what dollars are going where, what counts is the service and they're not even looking at the service department." While few individuals in the school system continue to relate level of expenditure with quality education, many people are concerned with the pressure of providing consistent services under deteriorating financial conditions. Others profess fear that continued population decline will leave many programs without justification. Most individuals have faced this reality; however, some people, in their frustration blame the Board for its intransigence, arbitrariness and neglect of the faculty. Both this attitude, and the dearth of Board attempts to communicate interpersonally with the staff, suggest an inaccurate perception of reality.

Similarly, it is our opinion that accountability is an inevitable consequence of the modern economic situation and must be approached in an open and mutually adaptable fashion. The needs and responsibilities of the administrator, the community, the Board member, teachers and the students must be considered. The district must: (1) Willingly accept and recognize the benefit of accountability systems, (2) Share in the development, implementation, and ownership of the system, and (3) Build into accountability the flexibility for mutual adaptation. The issue of accountability has been eased into the district through "Why Not" program budgeting, behavioral objectives, and most recently, management information systems. While each is a step toward teacher accountability, no approach incorporates the specifications enumerated above. The reality of the organization is that: (1) Teachers want an effective and constant method of evaluation, (2) Teachers realize that resources are scarce and that funds must be accounted for and allocated in the most efficient and effective manner, (3) Pre-packaged management systems are inconsistent with the nature of the instructional and administrative system (decentralized decision-making), (4) The vast majority of the teachers in the school district function under their own personal code of professional accountability; a phenomenon which must be incorporated into any formal system of accountability.

In its relation to the external environment, the community and many people in the school district perceive the responsibility for making educational choices as belonging only to the parents; while others contend that the school should make educational choices because "parents really don't care." The reality is that both are responsible for the educational future of children. However, because (1) the community thought they could buy an intact, self-regulating educational system, (2) innovations were adopted in the school district, described to the community but not really articulated as a process designed to integrate the child's emotional development with his intellectual development, (3) the community baited the teaching staff with high salaries and excellent facilities, then suddenly asked for results, when in fact Why not was ill-defined. Finally, the community maintained that the school district was not in any position to maintain the high salary increments of the past; the comparative advantage of teachers began to vanish. The current interest in redefining the process of education in the school system and articulating this process to the community is no doubt related to teachers' wish to justify their needs. Blame for this series of events points to the blindness of past innovations, as well as to the corporate members of the Board who are more interested in cost than in education. The community and Board retort: "We can't afford to supply salaries and security, no one in industry is promised a job."

We end this section with a brief review of those aspects of the organization's current life in which we view a discrepancy between perceived reality in the school system and what actually may be occurring:

1. The issue of teacher evaluations and accountability systems
2. Centralized management systems in a system of decentralized decision-making
3. Explanation of the Board's interest in costs as the 'corporate' mentality
4. Irrelevance of budget matters to social education
5. The myth of the service organization's immunity from performance monitoring
6. Community equation of excellence with test scores and college admissions
7. Accountability is a 'ruse' for lack of support for education
8. Equating quality education with faculty credentials, and innovation while neglecting the human characteristics of empathy,

commitment, and transference of social skills

9. The 'openness' of communication and participatory decision-making is a facade

We also suggest that in relation to other aspects of the system's internal and external environment, the organization perceives what is going on around it with alertness, accuracy, and with little discrepancy. Particularly important here, as we have noted before, is the organization's ability to question the validity of its own efforts, to criticize its own educational program on the basis of; (1) Do we have an esoteric philosophy of education? (2) Does our educational program support this philosophy? (3) Do we understand the process inherent in what we are doing? (4) Do we know what outcomes we seek? and (5) Do we know how to measure these outcomes? Furthermore, most faculty members are aware of the reality of current resource scarcity, but have yet to resolve whether quality education can be achieved by reallocation or more efficient use of funds rather than by increasing expenditure.

The staff of the school system also perceives realistically the need for an effective, non-discretionary and measurable teacher evaluation system. Also we feel that the staff has accurately perceived the vital importance of rearticulating fundamental concepts of individualized education, open classroom and other instructional innovations incorporated into the educational program. If, in fact, the educational program is linked to the emotional development of the child, then the community involvement program suggested by the Middle School faculty will serve to reduce the discrepancy between the community's perception of what is happening in the school system and what is really going on. Finally, the staff of the school system has exemplified sophistication and professionalism in their perception of the relationship between excellence and physical resources. The vast majority of teachers and administrators we interviewed were alert and perceptive in questioning the myth that the quality level is related to the level of expenditure. They are aware that there is an additional ingredient in quality education: the ingredient of humanism and commitment.

2. Organizational knowledge

Organizations seek, receive, utilize, store and provide knowledge in the normal course of events. Through the acquisition of knowledge, organizations learn about both the nature of the internal environment (its people, resources, goals, perceptions) and the outside world. The learning process may proceed successfully, in which case the organization learns alertly and accurately about its environment; or, the organization may be unsuccessful, the knowledge received is inaccurate, unrelated to what is really going on. The degree of accuracy received determines the nature of its use in the organization. Accurate information and knowledge is beneficial to the organization in that it helps the organizationto cope with its changing environment. Knowledge inaccurately received and processed results in inappropriate reactions to the environment. Thus it is important to assess the quality of the information the organization receives and processes. Similarly, it is important to explore the quality of the knowledge the organization supplies the world since it is with this information that judgements are made of the organization.

a. Acquisition of knowledge

(1) Methods of obtaining new knowledge

The school system has a variety of sources for information and knowledge. An overt attempt to increase organizational knowledge about educational trends came with the "Why Not" program in 1966. Much of the knowledge, although modified, is still utilized by the organization, although its quality and relevance is questioned today. Thus the movement of staff in and out of the organization brings new knowledge to the organization and supplies the outside world with information about the school system. The school system also makes use of professional conferences and literature in the various fields of instruction, although the trend in the school system is moving away from finding out what others are doing and concentrating on what the school system is trying to achieve. We recall that 67% of the staff indicated that they had very little or no contact with professionals in their field outside of the school system. Another source of knowledge for the organization is university related services. Research studies provide the school system with information that is helpful, and graduate programs (65% of the staff have advanced degrees) are important sources of knowledge useful in instructional programs. Consultants provide knowledge for the organization. In recent years the organization has made use of studies from the Basket laboratories and has utilized management consultants in developing program budgeting. Consultants are also used in the instructional program, particularly in the cases of remedial and special education. Many people in the organization suggest more help is needed here. The Teachers Association is mentioned often by individuals in the school system as a source of (1) contract information (2) board activities (3) labor trends in other areas (4) research in teacher evaluation, measurement and other important findings. State facilities are used as well for the acquisition and processing of knowledge. SED is utilized by the school system for the management information system, vocational and special educational programs.

Knowledge about non-instructional issues comes from newspapers, according to many individuals in the school system. Interaction with the community takes place through the Parent Teachers Association, to a lesser extent through the Board, and only occasionally through the teachers and administrators directly, although parent-teacher conferences are sources of outgoing information. Future plans for the school system include the development of community seminars in the special field of child psychology and development. These activities are designed to share the organization's knowledge of alternative educational practices and concepts. The most important factor expanding the organization's knowledge about itself and the outside world is the attitude of the administration and staff toward self discovery, analysis and recommendation. This vital interest in inquiry is responsible for the wealth of organizational knowledge the school system receives. More important, however, is the scrutiny which the current staff applies to what it has learned.

(2) Receptivity to new knowledge

During its brief history the school system has been extremely receptive to new information and knowledge. Its search in the late 1960's for the most qualified staff members in the country and its inclinations toward experimentation in educational instruction both speak for interest in knowledge. In more recent history the organization has continued its interest in obtaining knowledge, although the emphasis has shifted to knowledge "of itself." Along these lines, the administration and the Board have welcomed appraisal from outsiders. The staff has become aware of the necessity to evaluate current practices, and reluctantly the organization has attempted to establish a system by which goals and objectives might be explicitly stated and reviewed periodically. Equally difficult has been the development of measures for appraising the accomplishment of objectives. While these difficulties are understandable, the school system has not rejected the concept of behavioral objectives, but has levied disapproval with current policies. Most important, however, the staff has not articulated convincingly the merits of their opposition. Currently, then, in the school system the interest in learning and receiving knowledge has moved from an interest in what others in the profession are doing, to an interest in learning about the nature of the educational process in Tarryford.

Many individuals in the organization have stated that there are at least three types of faculty members in the school system: (1) the innovators, (2) those who support innovation but ask why, and (3) those who stand by uninvolved. One teacher commented: "Maybe 30% really care. The pressures to perform determine how people perform. Right now there isn't the push to innovate. It's pretty clear there's a certain kind of commitment that's expected, that kids should be the center of our concern." Mixed into these three groups are members of the original "Why Not" colony and all the other newcomers. Most of those who question the Board's interest in costs, object to the development of behavioral objectives, and have an interest in status quo, are the original people. The newcomers to the district are largely complacent about change, but energetic about their work. There are many interested in reevaluating their program as it stands, developing an improved system of teacher evaluations, and these are in the middle range of longevity in the district. These are the individuals to whom knowledge about the organization itself is most important. To the uninvolved on the periphery, interest in learning, defining and evaluating is less important than 'going by the book' and collecting a secure paycheck.

b. Use of knowledge

(1) How is it brought together

In recent years, as we have stressed in previous sections, interest in knowledge has become an exercise in self-evaluation. Much of the information reaching the organization pertains to instructional practices, management and operational areas on a formal level. Other information about the outside is transmitted through students, parents and the community. This knowledge often reaches the organization through formal channels, often revised and amended in content. Other contacts with the outside world are more effective, particularly when knowledge is transferred first hand.

Similarly, information useful to one segment of the school system community is often less useful in other areas. Formal management systems, management information systems and the development of behavioral objectives, while thought to be essential to the efficient and effective management of school resources, are thought to be unrelated to the practice and theory of teaching and to the essential "humanistic" nature of the school system.

(2) How is knowledge organized and systemized

Knowledge of particular functions within the school system is processed by those who best understand the usefulness of the particular information. Trends in elementary curriculum, for example, are processed by those at the elementary level. In-service programs serve as a mechanism for the dissemination of new organizational knowledge. The current calendar year marks the introduction of a management information system, utilizing SED computer facilities. Data on program resources will be stored for use in future planning in the school system. The school district also utilizes a newsletter, which informs the public of innovations and practices in the school system. The district employs a public information specialist to publicize information generated by the school system. These two are functionally integrated to keep the public informed and, more importantly, involved in the progress of the school system's instructional programs, services, school and community programs, the planning of education in Byram Hills.

(3) Organizational conditions affecting the use of intellectual sources

The atmosphere of the school district is conducive to the reception and utilization of knowledge. Historically, the district has been open to progress within the instructional system; administrators at the central office and the Board have been interested in new practices in management. This atmosphere has changed in recent organizational history because the teaching staff has become more concerned with defending the stability of the working environment. Economic pressures,(the demand for statements of goals and measures of performance),has reduced the staff's interest in change, and has shifted interest towards the status quo, the justification of present practices and the preservation of the sacredness of the educational process from the mechanisms of management. In this uncertain climate, innovation and change are defended by few. Few staff members feel they make important decisions in the school system and few feel that their ideas are given more than "some consideration" by the school district. These perceptions, if representative, conform to the changing environment described.

During interviews with members of the community mention was made of the isolated nature of the school system from the real world. Some suggested that attempts by the staff to open students to new experiences included the use of controversial literature distasteful to the community, while others in the school community maintained that the staff's support of an exchange program with disadvantaged kids was premature for Byram Hills' students. The atmosphere of academic freedom and innovation stressed by the community under "Why Not" was seen as hypocritical in light of incidents like these. Community members interviewed by our staff pointed more at the community for institutionalizing an isolated academic system than at those in the schools themselves. Resolving this inconsistency is, according to the teachers, a necessary and integral part of re-evaluating and articulating the concept of education in the school system. As one teacher suggested: "The public needs educating as to what education is all about!"

3. Organizational language

a. Themes and content

We seek here to describe how the organization expresses itself: its language. As in other professions, education has its own language, its own lexicon of euphemisms, its own slang. The Terryford school system is not an exception, although it is unique in that many people are aware of its inarticulation. Different types of thinking and language simultaneously flow in and out of the organization. Top administrators think and talk about long range planning, efficiency, allocation of resources, program budgeting and behavioral objectives. Building administrators discuss flexible structures for encouraging interaction, change interdependence, while the teaching staff speaks of team teaching, open classrooms, individualized education. All three groups, however, have neglected the indigenous nature of the meanings which they apply to their themes. Similarly, one administrator commented that he used euphemisms for describing what was going on in his school because "most people do not understand or care what you are talking about anyway." This atmosphere is common in the organization. At the different levels of the organization, people use working language whose meaning is unfamiliar to those who perform different tasks elsewhere in the school system. The community in turn must deal with three lexicons of educational jargon, most of which are empty of meaning. Similarly, those forms of organizational language clear in meaning have varying degrees of relevancy to others elsewhere in the organization. Most know what accountability is, but the variance in meaning and significance within the organization is tremendous.

b. Organizational ideology

In the context of language variance in the school system we ask if the organization has a common ideology with which organizational members and the community can identify. The philosophy of education as stated in the League of Women Voters handbook stressed the relationships between individual development and the strength of the society and the nation as a whole. Both of which rest upon an "emotionally mature, moral and informed citizenry". The reference point for this development shall be "an expression of selection and preferences" and "shall not preclude a shift in emphasis when demanded by the healthy growth and changes in educational life and thought". The statement continues by awarding the key position in the school system to the teacher, "through which the school system shall train and develop each individual student in accordance with his capabilities to give him as effective and meaningful life, and make certain that his contribution to society will be as valuable as possible."

During the interviews conducted in the district we asked what the school system stood for, with interest in expanding the excerpt sketched above. One teacher commented, "Openness, good opportunity for kids to do their own thing and all sorts of things to enable them to find themselves." Another suggested "Academic excellence, "Why Not" but is's an unreasonable goal and it's demoralizing. The board is suddenly reversing that now. They've gone to an open classroom type of situation. . ." More articulately, another responded: "The first function is to provide kids with a superior education, not necessarily many of the traditional aspects of curriculum but very interested in the arts and other things. The district has hired the best possible people they could. There are a lot of people interested in outdoor education and this weekend there's a trip being planned for students who want to do outdoor camping."

Another indication of what the school system felt to be most important was the staff's response to the question of "What do you consider to be the most important service provided by your school?" Over 50% of the staff indicated that the most important service provided by the school system was the development of social skills, an interest in life-long learning and moral development; 30% of the staff indicated that individualized education was the most important service. We later asked the staff at each school what their school was working hardest for at the time. Almost 50% of all staff members sampled indicated that they were working hardest to provide individualized instruction. Almost 75% of those who stated that preference at the High School said they were working to revise the curriculum especially for the needs of special learners. Staff members at the High School suggested specific activities to which they devoted most of their time: college acceptances; catering to the community; survival; social awareness and development; personalizing relationships; self evaluation; vocational training; reluctant learners program; increasing electives; preparation for intelligent citizenship; peer election of superiors; keeping curriculum current; pass the budget. At the Lincoln school half of those who stated the same preference- instruction for individual needs- specified revision of curriculum as their special concern. Teachers and administrators at the Lincoln School suggested many individual goals to which they were applying their time: supervising the emotional and mental growth of the children; maintaining the standards already set; providing for the students with learning disabilities; promoting good relationships between staff and administration; promoting interdisciplinary cooperation; expanding community responsibility; developing departmental responsibility; mainfesting teacher morale; promoting healthy attitudes; and clarifying expression. At the elementary level, teachers and administrators were even more committed to the concept of individual education. Over 70% of the staff members at the Westly School and 65% of the staff at the Rosedale and Williams School were working to develop instruction of individual needs of the children.

c. Emotional atmosphere of the organization

Our analysis is based upon the assumption that organizational characteristics are not only the complex of the attitudes and interests of those working within the organization, but that the organization develops a personality of its own, one which is largely a product of interactions with its environment. Consistent with this assumption is our suggestion that organizations, like people, have emotional states which reflect the nature of interrelationships amongst its members and vary from time to time in response to encounters with the outside world. The emotional atmosphere that prevails in the Tarryford School System is optimistic, confident and outwardly content. However, our research suggests that the emotional atmosphere is somewhat artificial. Many individuals within the organization have reacted with a feeling of emptiness, with a lack of definition and a sense of disillunionment which came with the discovery that: (1) "Why Not" is a myth, (2) Teachers and administrators really can't articulate the integral process of education in the school system, (3) The school system is vulnerable to external conditions beyond their control. Others in the school system are less emotionally distraught by contentment and stability. In this section we seek to describe the general emotional mood of the organization, the variability of emotions existing in the school system and the intensity, duration and appropriateness of emotional reaction to stimulating forces.

(1) The prevailing mood and range of the emotional atmosphere

The school system has enjoyed a history of innovation, progress and confidence in justifying its educational program. Staff members described the school system as a utopia, where the teacher and student developed in an atmosphere of independence, openness and individualization. For many in the organization this atmosphere still prevails, perhaps more as an expectation than a reality. For others in the school system the atmosphere is less confident, innovative and optimistic. For these people, the justifications of the past are less recognizable in the present. People search for an identification of past innovations in the contemporary world; they search for stability, a reconciliation with the present and a plan for the future. This quest is consistently articulated throughout the interviews conducted in the district and in the responses to many questionnaire items.

We maintain that the emotional division currently present in the school system is transitional. A diversity of emotional responses will always be present in an organization; however, a prevailing mood in the school system, in the long run, is very positive, optimistic and confident. Present variances with the emotional atmosphere we feel are related to: (1) The undefined nature of the educational process and the lack of an overall educational philosophy, (2) The isolation of the three grade clusters from one another, (3) The vulnerability of the system to economic and social trends beyond its control, and (4) The inconsistency with which the school system articulates its educational program to the community, especially in regard to costs and quality. We feel these issues are critical in reversing the current diversity of emotional attitudes and restoring what we feel to be an overall positive emotional atmosphere. This diversity can prevent the school system from acting cohesively in response to changes in the internal and external environment and, in the long run, reduces the stability and effectiveness of the school system.

(2) Intra-organizational variability of emotional atmosphere

In our introduction to the emotional framework of the school system we stressed the prevailing positive mood and atmosphere of the organization, while suggesting intraorganizational discrepancies. From interviews conducted in the organization and the written questionnaires, the emotional framework of the organization as a whole and internal variability emerge. Following are illustrations reflecting predominant organizational mood.

At the High School, staff perceptions of the organizational climate were mostly positive while some suggested less enthusiasm.

One teacher commented that the emotional atmosphere was: "Exciting, alive and friendly, perhaps a little stuck on itself, a bit superior, very active with time for academic pursuits". One described the school system as "fatherly", while another commented that the school system had a ". . .shared personality . . . it reacts like an institution. The problem is that it reacts the loudest, like Spartans at a Spartan assembly. It doesn't always deal with the real and if it got hostility from a small group of people, it would immediately react to overcome that hostility." Another said: "It has many facets to its personality. It has one of a student body that sometimes spoils the coddle. It shows signs of coming into power and wealth . . . the administrators are caught in between what they want to do on the one hand and what they have to do, according to what the Board tells them on the other." One teacher described the school system as: ". . .self-conscious concerning academic achievement." When asked to describe the school system as a person, another teacher said:

> This person wouldn't be my friend, I don't think the school has an interest in professionalism of the teacher. We have the best qualified teachers from all over the nation, they're induced to come here for a variety of benefits. The Board and administration have frustrated the people who work here. There's a big morale problem about not keeping people at top salary. Slowly you feel things are working against you and because of the employment situation you stay. It's not a friendly atmosphere. You're treated well at some times.

Dissimilarly, one teacher commented: "A fun kind of person, very alive and easy-going." Different again was the comment of another member of the High School staff: "I'd say the personality would have lots of ambivalence, this is partly because the Board has been too non-partisan. They're not predictable and it's hard to know where they stand on an issue." Another said the school system was: "A monster, not in a bad sense but it would have lots of different parts and do different things; the head of a horse and the arms of a lion."

Teachers and administrators at the Lincoln School also suggested that the emotional atmosphere and the personality of the school system was complex. One commented: "It's a complicated personality, child-oriented, methodology used to achieve the goals may differ but the ultimate goal is to help the youngster in any way possible to meet his needs in going from here to there. Nothing's perfect but there are more positives than negatives." Another staff member suggested:

> You've got parents who are concerned. The whole community is very competitive, and the pressures on the kids are rather unreal. There's terrific pressure, they feel it and react in various ways. Some work very hard and others ignore it. Somehow it keeps going, self-perpetuating. Leadership doesn't exert force. Nobody is leading us. The kids do well on exams so they say this is a good system. But there's no leadership, no philosophy.

A more positive comment came from another teacher: "I'd say it's liberal, open to new ideas. There's a good deal of spirit of good humor and fun. That's part of the curriculum. There are parties throughout the year for the teachers, either with the administrator as host or at a teacher's home. There's partying where the whole faculty is included. There's an effort to have whole group participation in social activities as well as in the academics of the school. As I said, liberal, free willing, open and good-humored." Another staff member offered this comment; "I've had all kinds of freedom to do as I wish, there are a few restrictions but those are acceptable to me. I can use my own judgment, there's no real department head other than at the High School. We can do things our own way, we're free to choose. I don't know of any other way that's as free." Other staff members suggested: "It's diverse and has a corporate image about which reflects the town, you expect a white shirt and tie . . . it looks industrious, vaguely efficient, not as warm as I think it ought to be. It's more profit and loss oriented than developmental." In specific reference to the atmosphere at the Lincoln School, one staff member commented:

> Everybody in the school is very important, we strive particularly with kids to have a community attitude rather than an institutional attitude. All the adults in the school are part of the school, custodians, and cafeteria, etc. and we like to involve them in the school. I'm certain they feel very much a part of the school. When we first came here all the walls and halls were painted an institutional beige and we fought a big battle with the head custodian to add some color. It's made it more cheerful. When the kids abuse some part of the building we call it to the parent's attention. The nicest part of this is that you'll find very little graffiti around, even in the bathrooms. The attitude filters down to the kids too. It's caring, cooperative, communal. However often this is a house for adolescent children and they, as you know, are very experimental and have some need to rebel, to find a sense of their own self and at the same time a great need for adult security, hugs and comfort. It's almost a sense of lunacy or schizophrenia with some of them. On one hand they'll be utterly rebellious, on the other, want to come back to you to be held. We have that kind of framework and kids will do things, there will be fights.

The atmosphere described at the elementary school was less diverse than the upper schools. Teachers at the Westly School said: "The teachers are concerned, hard-working and do their job," also "Friendly, intellectual, talented." Another said: "Progressive with lots of communication in all directions between everyone... We're open, frank, and truthful." At the other elementary schools teachers suggested: "High pressure, competitive, anxious, never satisfied, high standards, 'see what else we can do' type of thing. The view has changed as the population has changed. It's more demanding, they expect private school performance and there are more psychological problems." Another teacher explained:

> There's a great deal of excitement and we really cash in on it, plus the fact that I think we are really committed to skills. We try to give a balance of both. Play as a business of learning has to be said over and over again. What you try to do is explain that it's worth it. Getting away from paper and pencil ditto things is very easy, but some of the open-ended sorts of things are more difficult. Divergent things are difficult.

Members of the community were also asked to describe the personality of the school system. One said: "Young, well-educated without being creative. The main fault is that they're not preparing kids for anything but life in the general environment of Armory " Another said: "The district is working to improve its position, not standing still but it has had trouble keeping up with the pace. It's very strong and vital, foresighted, vigorous, interested in a great number of areas. Expanding horizons, cautious, not the type to leap into things without thinking carefully about them. Conservative, but open to new ideas." Another commented: "Very self-assertive, self-confident, very verbal and very vain. Quick to discuss any type of controversy."

An individual in the school system gave this description of the personality and emotional state of the school system:

> It has succeeded fairly well in its career by the usual measures of having academic success, having attained some kind of status among his or her peers, but perhaps somewhat insecure, somewhat fearful that at some point he or she may be found wanting and that perhaps that status isn't entirely deserved, and may at any time begin to erode. It would be perhaps the kind of person one would see in middle management with perhaps not quite the drive and ambition one would ascribe to that kind of person but certaintly with the insecurities and the trying to meet political realities and to be all things to all people. Being somewhat hypocritical, I suppose to some extent this mirrors the community but I think that person would be something of a limousine liberal who understands problems in the city, has great sympathy for minorities as long as they're far enough away, and very little interest in doing anything actively to change that. They're not very interested in taking too many risks and uncomfortable as that middle age approaches.

From the questionnaires came several indications of the emotional climate of the school district. When asked to evaluate the amount of tension and friction sensed in the district, 6.6% said"a great deal," 26.5% "a fair amount," 52.9% "very little" and 6.6% said "none." We felt that an indication of high emotional stability should be related to a high degree of positive interpersonal relationships. When we asked the organization members to rate how well they got along with others, the response was: 21% "very close and friendly," 61.8% "quite friendly" and 14% said "distant but not unfriendly." We then asked if people were happy with the physical conditions and pay and benefits in the district: 25% said "excellent," 51% "good" and 14% said "fair." 31% felt that the pay and benefits provided were "above average" while 50% felt they were "average." When we asked if people felt confident about having a permanent job (which we assumed to indicate a positive emotional level) we were told: "very sure" by 21% and "quite sure" 49.3%. Most people answering "very sure" were in the High School and the Lincoln School. Organizational expectations we suggest can influence emotional moods in systems. When asked to assess the amount the district expects: 61% said expectations were "just right," 818% said they were "unclear," as we noted earlier, 26% said the organization expected "too much" and 8.8% said "very little." Also indicative of emotional stability in the organization is turnover rate. When we asked people how much turnover they had seen in their work units, we were told by 13% that there was "no turnover," 56% said "very little" and 19.6% said "a fair amount." Over 48.5% of those answering a question on the amount of consideration the district gives to ideas indicated "somewhat," while 15.4% said "very little" and 78% said "a great deal."

These responses generally support our contention that the overall emotional atmosphere of the district is positive. The interviews, in summary, indicated that overall the organizational mood was: (1) Complex and multi-faceted, (2) Happy and easy-going, (3) Communal and free in discussion, (4) Flexible and interesting, (5) Dynamic and young, (6) Innovative, liberal, open and fluent. Others, as we have similarly stressed, view the emotional atmosphere of the organization in transitional but more pessimistic terms; vain, frustrating, pressured, divergent, confused, fearful and insecure. It is our feeling that the future growth and maturation of the organization may depend upon its ability to reduce the discrepancy within this emotional atmosphere.

We have suggested that the overall emotional tone of the school system is positive and optimistic, happy and independent; but currently, the emotional atmosphere projects unhappiness, despondency and emptiness largely as a reflection of current economic conditions and the inconsistencies of the academic program. During the interviews we asked staff members about the future of the school system. It was our feeling that transitional disappointment would be overshadowed by projections of long-range confidence in the future. Again we received mixed views of the future, although the predominant tone was optimistic. One teacher commented; "The future is good, the administration is on top of the advances, constantly keeping abreast." Another commented: "It has a good strong future." Still others said: "A good future, children are children. They're mostly middle class....If the community will support us we can continue going in the direction we are going." Other staff members qualified their assessment of the future, as one suggested: "We're at a touchy stage right now. Teacher negotiations are not going too well. It depends upon the relationship between the Board and the staff. The situation has to be controlled or people will start to get bitchy and we'll end up with a situation like in the city, punching clocks." Another said: "It might have a rocky future because they are going to have to face population changes and will have to deal with things like multiple housing and housing developments. From what I've read, the district can't afford the luxury of smallness and exclusiveness." Others similarly offered: ". . .genteel mediocrity and I would say the immediate future is rather bleak. It would be my belief that little problems here are going to become big ones." "Unless things change in terms of the attitude and relationships going on things will slowly deteriorate and eventually will effect performance." Similarly, "I can't imagine this kind of educational design can live in perpetuity. It's got to be changed. . . there is settling into development years, the growth is over, we're kind of cutting back on staff and they're not new teachers, tremendously different educational programs are coming down the road and everyone thinks we've pretty much gotten what we want. . ."

d. Organizational action

Here we analyze the organization's actions and behavior as they relate to the emotional inclinations discussed above.

(1) Energy level

Goal accomplishment depends significantly upon the level of energy expended by the organization and upon the direction of that energy. From interviews conducted in the school system, we found the level of energy to be generally high; however, as was true with emotional level and personality, the perceptions of energy levels were considerably mixed.

Staff members at the High School suggested that energy levels were high. One teacher commented: "There's a lot of energy, sometimes it wears you out. There's so much going on, too much to participate in." Another suggested their school system had: "Tremendous energy and hard working, dedicated people." Another maintained: "There used to be a lot of energy but that was capped. And I think that like a battery that's been laying in storage, that energy may no longer be there. I can think of dozens of people who when they first came here were enormously ready to do all kinds of things . . . we had terrific growing problems."

Many indicated that historically staff members had been extremely energetic, innovative and excited about the atmosphere being established in the school system. In recent years, however, many of these teachers and administrators had become less commited to the concept of change and innovation and many proposed self-evaluation of the instructional system. One administrator responded to a question on the energy level in the district with: "Not so much, I would say there's quite a bit of self-satisfaction. There's a settling in, the growth is over."

The strongest sensation of high energy was at the elementary level, while teachers we interviewed at the Lincoln School offered no suggestions of energy and High School teachers were mixed in their response. Within the community and the central office, most indicated that the current level of energy had fallen off from a previous high point during the "Why Not" years. The most common perception is that the organization has lost much of its drive toward change and innovation, but that energy is latent in the organization, misguided or temporarily dissipated into a variety of directions. The outlook of the school system, in our opinion, is positive. A reevaluation of school system goals, philosophies and guidelines should spark the latent energies of the organization.

(2) Qualities of action

We have suggested that the organization's energy level is ambivalent static. This we feel is the result of (1) Staff disunity and commitment with regard to an academic program, (2) Patient, but persistent thrusts towards effective management styles on the part of the central office leadership, and (3) Economic and political pressures from the outside environment. One consequence of the diversity of energy levels within the school system is the degree of directness to which the members of the staff deal with problems. It is clear that under conditions of unanimity of purposes the staff and ultimately the school district act swiftly and directly, as was the case in the establishment of the Middle School. Yet many problems within the school system received little direct interest or action. One important problem largely neglected is that of reacting effectively to the reality of scarce educational resources. PPBS, MIS and behavioral objectives reflect the central office's concern for costs and benefits; however, to most of the staff, the reality of funding limitations does not exist and is being overstated by the Board.

At one level, the economic problems faced by the organization are threatening. Budget cuts and reallocations are inevitable. It is to this threat that many staff members respond. Others in the organization, and to its benefit, view the economic condition as an opportunity, simply because the school system (unlike urban districts) has time to prepare itself for future financial changes. At this point in the organization history, people are motivated to reevaluate the products of their efforts, the validity of their achievements and their objectives for the future. Within this atmosphere, the school system can realistically evaluate through projections and management techniques the future resources of the district. In short, the emotional and financial climate of the organization is appropriate for aunified and realistic effort for future planning and must view current challenges from the environment as opportunities for change. It is this kind of direct action, integrating the various members of the school community by a central need that insure a future amidst economic uncertainty.

Degree of flexibility and persistence

Not only is the directness of actions taken by the school system in response to problems in the internal and external environment important, but so, too, is the degree of flexibility inherent in its decision-making structure and the degree of persistence with which the organization applies its energies. Relationships between the Board and the teaching staff are inflexible. Both view the other as inconsistent, outrageously demanding and arbitrary. Most, on both sides, assume the teachers to be interested in job security, high salaries with little assurance as to performance, while the Board members are conceived of as corporate types mentally tuned to costs and benefits yet ignorant of the sanctity of teaching and the needs of the individual child. Both stereotypes are inconsistent with the realities of the current environment of the school system and add only mistrust, fantasy and barriers to interaction. This critical issue illustrates the inflexible nature of organization actions in the face of problematic issues.

Persistence in attempting problem solution can be both a constructive characteristic as well as an inhibiting characteristic. Organizations that persist in dealing with the external environment in a consistent but ineffective manner are misguiding their actions. On the otherhand, persistence tempered by flexibility results in more effective interactions with the outside world. In Tarryford persistence is high, but since flexibility fluctuates, the school system does not always adequately assess the external world and react appropriately. Persistence is also related to the level of energy, which we have suggested is static in recent times. The school system is, however, persistent in its efforts to augment the efficacy of its educational program. We feel this is an important characteristic, which when complemented by a more pervasive assessment of Byram Hills relationship to external forces will be conducive to future development.

Organizational activities must be coordinated with the achievement of both organizational goals and the needs of its members. The directness of individual efforts and persistence with regard to flexible alternatives provides a foundation upon which effective planning for the future can be built. Within the context of planning for future needs and resources, the school system must account for its propensity for appropriate assessment and response to the outside world. The needs of the community must be couched within the framework of what professionals feel education is all about; similarly, the community in its request for quality education must realize the constraints it applies through the budgetary system. Mutual accomodation, through articulation of goals and needs by both the school system and the community will lead to a more adaptive school organization.

Planning, as an organizational function intended to prepare for the future, must remain the activity of the entire organization. Budget development, needs assessment and any system of evaluation developed by the school system must be viewed as related activities occurring throughout the school year. The district staff should be made periodically aware of discrepancies between budget allocations and actual expenditures if the district is to continue in an atmosphere of financial solvency. To this end, the Superintendent should continue to press for the management reforms which his administration has been committed to. Management reform has been implemented recently with great sensitivity to both the character of the District and the academic community which serves it. Effective management and planning are critical to the future of the school system. The Superintendent's moves towards effective planning ought to be continued and reinforced by members of the Tarryford community.

B. Attitudes and relationships

The previous section reconstructed the nature of current organizational functioning. Perceptions, knowledge, language, emotional atmosphere and organizational action in the system and among the sub-units now come together in the total personality of the organization. We seek here to understand and suggest the dimensions and intensity of relationships maintained by the organization with the outside. We begin with the range, diversification, depth and constancy of specific relationships with the outside world, then we turn to the implications of these attachments.

The range of relationships with others outside of the organization has narrowed in recent years with the ebb of "Why Not." Many individuals we talked with in the school system suggested the educational experience in Tarryford was isolated, that the previous experience of employing a wide range of staff members had dissipated and was replaced by searching for "down the road" people. As mentioned previously, the district maintains contact with the immediate community though the PTA, the Board of Education, publicity and direct contact between staff members and parents. In terms of contact with the wider society, most individuals in the system indicated that there were few opportunities and most seemed complacent with the level of contact with outsiders. Research institutions have had contact with their district, and in recent years have, at the request of the school system, evaluated the educational system and assessed the goals and needs in conjunction with the school community.

Contacts with the outside are more prevalent among members of the central office staff or in specialized areas of instruction, special education and vocational education through SED and other interaction. Teaching staff members have fewer opportunities for external contacts, other than through graduate education, which we note is extensive in the school system and serves as the most common medium of interaction shared by staff members with professionals in other school systems. Although we heard few comments concerning the relationship of the Teachers' Association with state affiliations, we assume this interaction to be frequent and more involved in the future, particularly in light of last year's job action. We do feel-that the Teachers' Association remains an independent organization.

It is our feeling that the school system has few relationships with outsiders that are deeply rooted. This is true primarily because of the newness of the district and secondly because of the eclectic nature of the instructional system. While other districts depend upon state initiative, consultants, pre-packaged curriculum and management systems, the Tarryford School system has admirably remained independent, while utilizing the skills of outsiders judiciously.

1. Relations to things and ideas

Our analysis suggests that relationships between individuals, objects and ideas are important components of the overall personality of the organization. We further assume that the aggregate nature of an organization's personality reflects attitudes toward its environment and its potential actions. Within the school district various individuals identify, positively or negatively with objects and ideas with varying degrees of psychological investment. Central to the research effort is an understanding of the attachments of school-system people to management systems. We seek to understand the degree and extent to which management practices are accepted or resisted by those individuals who must perform new tasks or, more precisely, transform innovations into practice. In this section we review the advent of management innovations in the school system and discuss organizational attitudes (as revealed in the questionnaire and interviews) toward recent changes in management practices.

a. Quality and intensity of relations to management systems

In 1966 the school district established and implemented a new educational concept "Why Not" , under the direction of the Board of Education President. According to community members and individuals within the school system, "Why Not" was a program designed as a management system to attract the most highly trained, experienced and innovative teachers and administrators to Tarryford. This was done for the purpose of placing the school system among the best in the country. The essential attraction was the offering of extremely high salaries in conjunction with community expectations of the highest professional standards. As a management innovation that district had, perhaps unknowingly and informally, linked performance to the allocation of resources. This link closely paralleled current educational thinking, specifically the equation of high achievement and high expenditure. Several community members and district personnel suggested that in fact the equality was not maintained. Salaries became, and still are, extremely high, while outstanding levels of achievement have not been quantified. In the opinion of many interviewees, Excellence Now had clearly eroded.

The tone of management innovation was continued in 1971 and 1972 with the introduction of program budgeting and district-wide behavioral objectives, both natural sequels to the 1966 design. Under the previous Superintendent and the current Assistant Superintendent for Business the budget process was redesigned to reflect current changes in the costs of services, while maintaining or, if possible expanding school services. The improvement of services through reallocation of resources was a fundamental strategy and goal for the future. Similarly, program budgeting was intended to become a planning tool for the financing and budgeting of school services. Annual budgets were to be prepared by specific program and curriculum committees and by supportive program staff as well. Ultimately, a management information system data bank on allocations would prove useful in planning of future allocations, although no systematic relationship between program performance and allocation was specified.

The program budgeting process involved identification of district-wide objectives and goals at the program level by program leaders, teachers and building administrators. As a planning function, Program Committee Chairmen in conjunction with Adams committee staff are asked to prepare statements outlining program concerns, objectives, resources and anticipated outcomes. Priority levels are assigned to individual programs by the program committee for approval by the grade Adams committee. These goals include both district level objectives and curriculum objectives eventually yielding an evaluation model for educational programs. The focus of this management system, according to the district budget statement, will be to "enlarge the decision making responsibility of professionals in the system and to use the budget as a tool to achieve those goals deemed desirable by the community."

We are intentionally brief in this section on the historical development of management innovations since our discussion was intended to objectively outline the development of particular management concepts and practices. The bulk of our data on the actual functioning of these innovations in the school system comes from interviews and responses on the questionnaire. Thus the following section represents, in more detail, the perceptions and experiences of organizational members in the implementation and conduct of program budgeting and the definition and development of both district-wide goals, curriculum, and behavioral objectives by staff members.

(1) Attitudes about management systems from the questionnaire:

The questionnaire utilized in the research study was designed to ascertain staff familiarity with the concept of accountability, the most commonly used term for formal management systems. We assumed that within the school district that some would not be familiar with the terminology, and so during the interviews the terms "accountability," "management system," "PPBS," and "behavioral objectives" were used. Consistent with our assumption were the responses obtained to the question on the purposes of accountability systems. Within the district, 35% of the respondents indicated that they had "no idea" what the purposes were, 17% suggested the function to be that of planning, 15% maintained that the purpose of accountability systems was to produce better teaching, and 12.5% suggested "allocation of resources." Of those respondents suggesting a purposes for accountability systems, 52% indicated positive aspects while 14% suggested the negative or punitive aspects of these systems. Half of those in the school district who did not know the purpose of accountability were in the Lincoln, School. Those in the High School were the most aware of accountability systems and their purposes.

We then asked the staff if they were interested in learning more about accountability: 45% said "yes" and 41% said "no." Most of those who were interested were in the High School and the Lincoln School, while elementary staffs indicated less interest in learning about accountability systems. Of additional interest was why people in the school system wanted to learn more about accountability systems.

We asked what person in the district people might approach for information on accountability: 41.9% said they "didn't know" or gave no response, 25.7% said "building administrators," 16% said "The Superintendent," and 6.6% suggested "Teachers Association."

When asked if the staff was aware of an accountability system functioning in the school district, 40% were "not sure," 29% said "yes," while 24% said "no." It is interesting to note that while 30% of the respondents had no idea what the purposes of accountability were, 53% were aware of the existence or non-existence of an accountability system. Of those realizing the existence of an accountability system, 61% did not respond when asked if they were involved. Moreover, 12.5% said they were involved "in some way," 15.4% were "not involved" and 11% were "not sure." Staff members in the Lincoln School and the High School felt more involved in accountability than did those at the elementary levels.

We asked those who felt involved to describe their role or participation in the system. As assumed, 77% of all respondents indicated that they were in no way involved, but of those who did feel involved, 8% said they were involved in budgeting and planning while 5% said they were involved in the evaluation of teachers. Other responses were: evaluating students, generating goals and objectives, management of the system, and teaching duties dictated by the system. The staff was asked to evaluate the accountability system by rating it on a continuum from excellent to poor. 69% of the respondents were unable to rate the system or failed to answer the question. Of those able to rate the system, 13.2% said it was either "excellent, very good or good," 10.2% said "fair to poor" and 7.4% "average." In total, 30.8% or 42 individuals in the sample were able to rate the accountability system. We note in comparison that 68% of the staff were unsure of the existence of an accountability system or said that none existed, and 30% of the sample were unable to give the purpose of an accountability system.

Finally, we asked the staff to make some recommendations or suggestions that might be helpful in improving the district's accountability system. Of the sample, 71.3% were unable to suggest an improvement (leaving the question blank), and of those who were able to make a suggestion, 9% indicated "more staff involvement" (6.6% suggested a better understanding of the roles of teacher, administrator, and community member by each other), and 4% said "better articulation of the concept" while another 4% suggested "better materials and procedures to monitor student achievement."

In total, 28.7% were able to make a recommendation for improving the accountability system in the district.

The responses of the staff to accountability issues on the questionnaire were consistent. We noticed that well over 2/3 of the staff were aware of the purposes of accountability; almost 1/3 were sure the district had an accountability system 1/8 of the staff said they were involved while 1/3 of this group knew how they were involved. One-fifth of the staff sampled were able to rate the accountability system and, finally, almost 1/3 were able to recommend changes and improvements in the system.

(2) Attitudes about management systems from the interviews:

Responses from the questionnaire consistently suggested that approximately one-third of the professional staff sampled (or 82% of the population) were aware of accountability systems and the existence and quality of the system functioning in the school district. The interviews suggest the attitudes and relationships individuals in the school system maintain with "management systems," "accountability," "PPBS" and "behavioral objectives and assessment." This is in contrast with the quantitative nature of the questionnaire data. In this section we seek to define and articulate the qualitative nature of relationships and attitudes toward management systems among the professional staff. Specifically, we seek to identify the variances in perceptions concerning accountability in the school system, experiences with management systems, and projections of the potential effect of accountability in the school district from individuals in the different school units, central office, and the community.

The Elementary Schools - Westly, Williams and Rosedale

While the questionnaire responses suggested in quantitative terms the district's experience with management systems and accountability, the interviews specifically elicited qualitative commentary. In the elementary schools, both teachers and administrators commonly associated accountability with: (1) teacher evaluation, (2) development of behavioral objectives, and (3) allocation of resources or budgeting. When asked if the school system had an accountability system and how it worked, one teacher commented: "The teachers are evaluated. The principal comes in and plays a game where he numbers you 1-5. When you start you get 2-3, the last year before you get tenure you get 4, after you get tenure you get 5, even though you haven't changed. The teachers say they want an essay evaluation, do away with the numbers. There's a great deal of anxiety when the principal comes around. The teachers would like to be consulted about their coming." Another teacher said he had never understood accountability---parents, teachers, administrators, which one should be accountable? Other teachers associated accountability with budgetary concerns: "We've always been accountable with the budget, things haven's seemed much different."

> Something that's structured, we all have the same budget to spend. Non-tenured teachers are given evaluations three to four times a year. I don't think we (tenured teachers) have one specifically. People will leave if they don't fit in.

Administrators at the elementary level seemed to know more about accountability in the school system. One commented:

> We do have a standardized achievement testing program and let parents know what their children are doing . . . teachers are accountable through formal evaluations. Before Christmas, every teacher has to be observed twice and given a conference with a written reaction. Then before March 1 they are visited again and evaluated. They get written response on their work, and this becomes a part of the teacher's file. The tenured teachers only are evaluated once a year. It occurs some time in the Spring. There is that kind of accountability.

On program budgeting, an administrator commented:

> The district budget has been reorganized according to subject matter areas. For each subject area in the elementary school we get a reporting out of the cost for that. They take time and salary and put into the accountability. The Board of Education has the knowledge of how much programs are costing. That's been of interest, there hasn't been a rational approach between the cost of a program and anything else. Not 'we're spending this much money, let's get these kinds of results'. It's out of the classroom. The teachers don't even know what it is. Only the administration knows so they can look and see what money is being spent. We have an interest in broadening students. There's money spent for human relations values, it's kind of futuristic and we'll have to wait but there is a plan for identifying what people are doing to reach the objectives.

Similarly, we were told:

> We do have goal cards as far as our own teaching, which is kind of structured. It's impossible to check everything unless you've identified every goal, so we do have goal cards in the language arts area. We have math goal cards but they have not been weighted to the point where you say if a child counts to 100 by the end of first grade, and we haven't said that 80% of the children have achieved that. So there has not been that kind of accountability factor.
>
> We went through a time with our former superintendent where we were supposed to write behavioral objectives

> for every area in curriculum. We finally carried on so that (the Social Studies people in particular) that never became a reality.
>
> Social studies did not want to be tied down. If you get too much pre- and post-test, it's kind of like the Regents and you put a ceiling on learning. What I have tried to move away from is the basic text and the manual. I see that system as being somewhat restrictive.

The Middle School:

At the Lincoln School most teachers we interviewed were unfamiliar with accountability but when rephrased most had explicit comments. One teacher commented: "What do you mean by accountability? I've heard the term but if we have it I don't know anything about it." When we suggested that accountability was commonly a system for allocating resources, the same individual continued:

> Our budget has everything that we need every year in November. Last year there was a group who met to decide. We don't have to account for everything but we have to think about what we want to do and why we are asking for particular things. The academic subjects are treated differently than we are and a couple of years ago they may have had that accountability thing. I really don't remember. They wrote a bunch of objectives that were a pain in the neck. I don't see that it served a purpose.

When asked if this district will ever have an accountability system, the same individual commented: "I hope not, I don't see it serving a purpose, I don't know if they use the same thing every year and whether it would be worthwhile. It would offer me nothing. I have so many things going on that it would take me forever to justify." Another teacher offered:

> I wrote behavioral objectives but don't know what that means. We're not accountable for the child, that's

> clear. I can't deal with that accountability; money and expenditures. I don't pay any attention if there's one here. If they institute it, I deal with it. They think there's one here, I guess so, we don't pay attention to it. There was some talk about allocating monies on the basis of whether these objectives were met. It depends on the politics. I think the whole thing is total garbage, particularly for the kind of mentality we have in our society. It's absolutely ridiculous, I don't use many tests, I don't consider them important in a classroom. How the hell do you allocate money, there are all these corporate people on Boards and the child gets lost. It has nothing to do with children. Put out enough papers that no one reads and you solve all the problems.

We asked the same person if there was an accountability system that could work and if program budgeting was used in the district:

> I'm sure there is but I would do my best to undermine it. There are things more important. Once you put in a system like that you don't have to deal with anything real. We devise things so we won't have to deal with problems. I'd rather face the ugly realities. It's sort of funny. As far as the administration went the PPBS was to pacify the Board. A lot of these people on the Board come from corporations and they deal that way. I think it was just a political move. And the thing with behavioral objectives is the same. It was all catching up on the Superintendent so he decided it was a good time to leave. I don't remember much about it. I would write behavioral objectives any way. It was an exercise in helping me clarify a few things.

Another teacher was also unfamiliar with accountability: "Are you talking about accountability as far as classroom management or as far as academic teaching and then what has been taught effectively or in general?" Upon providing alternative concepts of accountability, the same individual continued:

> Well, all that I heard was that several, I don't know if they have come into effect, but several plans to have teachers teach and then to have some kind of evaluation

> of their teaching in pure academic terms. There was even a plan of paying teachers extra, whose accountability was very high and very superior.
>
> I think there has to be some accountability for performance and for management and I think you have to take into account individual needs of kids; what the school can do in light of the entire environment with the kids in the society of today. I think it has to be done very genuinely. I'm not sure that I would know how to go about doing it.
>
> There have to be a lot of different kinds of skills and knowledge applied perhaps to see if we can do a better job. If there are different methods of educating kids today, it's a whole different changing, confusing society and if something works or people could be helpful to others in being more effective in their teaching, that would be a factor. My own accountability system really has to do with the work that I give, the tone of the classroom and the kinds of work I get back. That's purely my own accountability that goes on all the time and that satisfies me.
>
> It has to be done tactfully and it has to be really well done or not done at all . . . for people who know what they are about and also how to handle and deal with people. . . perhaps it would improve my teaching. It's difficult in a place like this where there's so much freedom in the curriculum to install a system of that sort right now. I don't think it would work. We're used to planning our own curriculum and materials are vast. In my subject, I pick and choose the kinds of things that I think are valuable for this age group and interesting, and that would all have to be carefully surveyed and tightened if they were going to do an accountability study survey.

When asked about program budgeting in the school system one teacher said:

> This was several years ago, I think they had it when I first came here but it's very vague. We're human beings and if our group is being tested someone is going to look at the results and that's going to reflect in terms of our capabilities and these people are very sensitive to that . . . I have to be accountable to myself as an individual in terms of my productivity and if I make mistakes mine become a very sensitive thing because the impact of my work deals with parents. You have to be diplomatic because you're dealing with a very sensitive thing, you're not talking about their

> kids, you're talking about them.

Another teacher explained:

> I learned about accountability through the budgeting. We suddenly really were very indignant and very threatened by seeing what they were doing, that they could really find out how much it cost to teach the kids direct object pronouns. From the way we were writing behavioral objectives and lesson plans it really was very provoking. So I learned about it that way. Plus the fact that nothing was ever written but for example, as a Regents teacher I knew that my results were very important as far as, was I doing a good job? If they could pass the exam or do well . . .
>
> I've heard where they tell you, you can improve the score of your students by 10 points or so, and I think there are people who do that just because they feel it will keep their jobs secure and will make them a faculty members. That if they don't do that and they start some more "Educator", you know, that's teaching rather than educating or expanding consciousness and there are people that just teach, which means that there's a lesson plan and a corpus of material that will be learned and I think that's okay, too. I think there should be all of those things on a staff, all kinds of people. There are kids that function beautifully under those controlled conditions. I'm not saying that is better than the other. What you evolve as a person with various experiences in your field, hoping that they're positive and you can learn and build. That's fine.
>
> Accountability would be effective if supervision and evaluation grow, also. That's what's happening, which is a positive thing. There's a very big effort, staff and administrators in the supervision and evaluation process. Teachers are involved in creating a new alternative which under those conditions I would feel, if there's teacher input and people are involved in understanding supervision and evaluation rather than having it hanging or coming down from above than just like the positive feelings I got in this building. There's a sense of trust and loyalty and desire to, motivation as an adult to improve or consider accountability. I mean, you wouldn't be threatened.

One administrator at the middle school explained how the teachers are accountable and commented on program budgeting:

The teachers are accountable perhaps in other ways, say budget items, they fill out a concern sheet which lists a maintenance budget, they need to set down what they consider priorities in their program and how much it's going to cost. That's reviewed not only by the administration but a group of teachers called the "Adams Committee:, so that teachers are accountable for the money they spend as it relates to the programs they're in. The Adams Committee is made up of elected members of the faculty regardless of subject or grade. They review every teacher's request along with administration requests, so they get a sense of where the school is going and is this really in conjunction with the goals of the school. The attempt is to continually update and revise materials and one can't do that by investing in relatively expensive books. In classroom observations we're going to use that, at the beginning of the year each teacher sits down with the administration and discusses that teacher's goals and objectives for that year. They write out exactly what he or she hopes to accomplish and be evaluated on those goals. There's some accountability here as well. That's about the extent of it.

It didn't work out too well. There was a great interest in this several years ago and went through the whole field. Both the Board of Education and administration felt it was too rigid a system. We do program planning as it relates to budget. . . It didn't take into account the interpersonal attitudes that go in schools between everybody. For laying out cold budget items that was one thing. We were interested mainly in having a look at how our money is being spent. We've used that aspect of it. We don't think that in doing planning of this kind that it had much relevance and social education makes much more sense. It wasn't the teachers, they kind of went along with this in doing goals and objectives, but in doing this in such a rigid way, tied to budgetary concerns left little room for evaluating what they were doing in that class. You can say that "I will accomplish the following, each will by such a date do . . . and at the end, evaluate and say well, so many can in fact, do that. But that doesn't tell you much about teaching. We still look at budget by program and evaluate teachers by consultation with teachers and by doing planning that is much more relevant.

The High School

Consistent with interviews conducted at the other schools in the district, staff members at the High School were mostly unfamiliar with accountability in Tarryford . One person suggested: "We don't have a written system, but each faculty member is expected to do an A-1 job. There a number of unwritten requirements. . . when I first came here there was discussion of written behavioral objectives, but two years ago it was tabled, if not dropped." Similarly, another teacher commented: "I don't know. Accountability to the state system? ... we must begin to build this, ... to justify state aid. . . for special remedial aid we must know how the money is spent. That functions most at the elementary and some middle levels because that's where most of the special programs are, but I'm not involved. It doesn't affect me. We implemented a system of clusters in every school, where plans are made overall. It is fairly new and not entirely satisfactory. The teachers feel these are used as a means of implementing policy by the administration. It is used to represent the administration's ideas. . . they ask the faculty for input but it turns out to be administrative decisions. It is an unofficial system of making teachers feel involved in policy."

Other teachers explained:

> It has an accountability system in a way. Not really, it's a semi-formal thing. We have National East-West Exams, I think they're called Petros forreading, math and the sciences. They score in the top 6% of the country. If they stay up there things will be okay. If they drop

> it's another story. There are Male Exams, if the results began to take a beating I would hear about it because parents aren't afraid to call the school. A staff member wouldn't be retained if they're not up to par. It's very much of a strong thing. Especially in terms of a social thing, if a new teacher is not getting along socially they are not retained. The academics are not really the governing factor although the administration might say that it is. There was an attempt at this by a former Superintendent and we were going to go on some sort of behavioral objectives. There was another kind of program with how much did the thing cost and did you accomplish what you set out to do. I think the majority of people saw through it as a farce. The wiser members of the faculty merely photocopied books with these behavioral objectives because we knew no one would read it, it would be a short lived thing because the administrators change here like pinwheels. We're constantly being bombarded with trivial things that are going to end up gathering dust somewhere. In fact, at one time faculty members didn't end up gathering new friendships with the new faculty members because we knew they wouldn't be here long enough to bother. It was rationalized that we would be able to be more efficient. It would save money. It would get you to do a better job. We saw it as getting more mileage out of the dollar that they're paying the teacher not realizing that they're getting the bakers dozen already. Mutations are usually 99% bad.

One teacher commented: "the only accountability would be a check list on evaluation forms and indirectly test results; that's a form of accountability but not a system of accountability...(which is) setting up specific tasks and skills and then judging as to whether it had been done satisfactorily." The most sophisticated explanation of accountability in the school system was as follows from a teacher:

> I know there was a PPBS a couple of years ago and I believe it's been used strictly as a cost accounting method. It's not true accountability in terms of the administration and community being clear about what they should be doing. The accountability system should

> be more personal than just figures. You can get a lot of work in terms of the community and personal accountability in terms of expectations and wants.

Comments from administrators paralleled the perceptions of teachers interviewed. One administrator said:

> Oh we have a PPBS system, but it's pretty artificial. I get the forms for it every month. We give a line budget in two forms. We budget by program, but don't evaluate by program. In my old school, the department heads had complete control over their budgets with the principal's approval. We're moving more in that direction here, too. In fact we just had our community goals formulated and our budget approved. All we need now are instructional processes to bridge the gap between the two. At present these are developed on the basis of mutually agreed upon objectives between supervisor and subordinate. . .

On the potential of accountability in the school system we were told:

> I didn't think in the true sense of the word that they would design such a system. Whatever they do or try to do will be met with reluctance. They tried behavioral objectives in the past and it came out poorly. Staff has to develop it themselves and in order to develop it they have to be sold on it.

The Central Office and the Community

In interviews with Central Office staff and members of the community, the issue of initiative and direction in accountability appeared again. One individual explained:

> The teachers resist that kind of thing. By that I mean canned curriculum, the big PPBES, you know everybody fills out forty forms a year, and if it happens, might get you a budget through because you are telling people you're running this kind of organization---might make the school board feel better. But I don't think it really would make any kind of substantive change in the school system. Surely. I think the key in a district of that size is the classroom teacher. . . salaries get up to 25 and 27 thousand dollars, it's a little difficult to tell then when your budget is up. People want to know what your return is on investments

> and what teacher-pupil ratios are, and how the budgeting process goes on and so on. And I think much of that stuff is teacher proof. It's put into systems to thwart ineffective teaching. Just kind of put the teacher off to the side so that the teacher doesn't matter that much. But by and large we may have the best faculty in the country but we still have a lot of problems.

Another person commented: "When I came here we were in the middle of a muddle. My predecessor had commanded that in one school year, every grade, every discipline, every level would have a complete set of behavioral objectives describing the educational program in terms of student outcomes. In the second year, all of those behavioral objectives would be tested through the development of a series of pre- and post tests. I can show you, in there, the stacks of behavioral objectives that poured out of, basically, this Pacific outfit. People sent away for catalogues and picked five off a page, or something, and turned in the papers. That was made part of the budgeting process. What that ever would have been like, I have no idea and I don't know if he had any idea; he left. . . we had a consultant in the district who didn't seem to have an answer either. . .but I feel my overall philosophy is that teachers should get all the money they can but give them a limited period of time in which they work for that money. . ." A more emphatic evaluation of accountability in the school system came from another key figure: "They have these gigantic computer sheets up there which are spewed out. What it means I don't know. It means these numbers of dollars are going there. What counts is the service and they're not looking at the service department. . ."

Another opinion was allowed by central administration:

> Basically teachers are asked at the beginning of the year to fill out a form detailing various objectives, providing justifications for them and assigning them priorities. If the administration gives its okay the teacher proceeds to implement his proposal. If not, there are mutual consultations, changes negotiated and mutually agreed upon. Teachers set their objectives and are given autonomy to implement them as they deem appropriate. Objectives are within general policy guidelines of the system and in keeping with overall educational philosophy (high quality academic prepatory for college). Armory system is traditional high quality, large number of graduates who are regularly accepted at top colleges. Great deal of con ensus between teachers and administrators with regard to educational aims and objectives. Major disagreements between a teacher's educational proposal and the administration are rare. The system has consistently resisted many of the educational fads of the past ten years (affective emphasis versus academic emphasis, sensitivity training) and there is high morale among students, faculty and administration. They have a strong counseling system academically oriented and minimal psychological services (two psychologists) because the need for more isn't apparent.

From interviews with community members came the following reflections on accountability:

> There was little reaction to it at all. Among the faculty and community there was not much reaction. One of the problems is that the people became concerned with the dollar value of the program rather than the educational value. It was a secondary tool for evaluation which should not be the only tool for evaluation. In some cases it could be helpful in schools in dealing with the cost of a program, in determining whether people are getting their money's worth.
>
> We had and have a PPBS system which isn't defunct yet as far as I know. There's been discussion. Being held accountable is a scary thing. There's been a real effort to develop goals and objectives. We just finished a restatement of goals, there's been a certain

> amount of effort to putting goals in the classroom. It's difficult for the employees to deal with. There is hesitancy and threats. We are trying to move into it in a quiet way and not hit people over the head and say you will be accountable,like it or not. There's been effort by the administration to involve the teachers in the process. That has to be the best way to do it so they don't feel threatened, so it's not put to them from above. That effort has extended into the budget situation this year as well as curriculum. Not to the dissatisfaction of the teachers. The effort has been made. What I've heard since has been second or third hand. It seems to be there. There's an internal struggle in the implementing. We pioneered to some extent and other districts are curious to know how ours is working. Our financial set-up had been geared to that. The effort is being made to get it going. A man spoke two years ago and made some points about the way you go about accountability, you start with goals and objectives and work down. We have come about from the other direction.

It is interesting to note that many sentiments concerning program budgeting refer to practices that were prevalent at the inception of the system. The impact of program budgeting in the District was enormous. In its first stages, its growing stages, resentment over the issue of elaborate objective setting and evaluation were quite high. Although the present Superintendent has been remarkably successful at developing a sophisticated approach to implementing accountability modes like program budgeting, some members of the still persist in feelings that are more appropriate some time ago. The present attempts at accountability, while persistent in their demand for good management information, have been fostered with great sensitivity to the impact of members of the district. Accountability implementation in the past two years has had a much easier course and this is probably directly related to the Superintendent's style - one of steady encouragement, clear rewards for initiative, and realistic expectation interms of what people can and will genuinely do in the District.

b. Time

Time is an important resource in the school system. Functioning within the constraints of the school day, teachers and students are limited in the amount they can accomplish. The addition of further duties, the development of behavioral objectives, and the adoption of program budgeting add significantly to the volume of activities that must be accomplished during the school day. The increase in duties without proportional increase in time must result in the reallocation of activities which may ultimately be detrimental to teaching. The time constraints of management are less affected by the ringing of class bells marking the end of one scheduled activity and the beginning of another. Building administrators are much more aware of the constraints under which they and their staff must function, while at the central office, the same sensitivity is less apparent. Management systems, because they incorporate the planning function at the district-wide level, rarely account for the additional duties they mandate. The result of this oversight is usually frustration, anxiety and ultimately inefficiency in the use of time at the building level. Thus time, a precious resource, must be understood not only as a parameter which governs the regular pattern of school activities; it must also be understood as an inhibitor and/or facilitator of goal accomplishment. Furthermore, individuals within the school system must be aware of the importance of time to others in the design and implementation of changes in district practices and activities.

c. The meaning of work in the organization

Individuals affiliate themselves with organizations because the goals, tasks, and general nature of the work done by the organization and its members reflect the individual's needs. Some people join organizations to escape reality and responsibility, some to challenge and command the environment. Similarly, work has a variety of meanings in this organization. Service organizations are most often groups committed to providing for others. In this organization the primary emphasis is on helping children. When we asked people what they liked most about their job, we were told by over 40% of the staff that student contact was the most important part of their job. The people they worked with were ranked second, and the third most important aspect of their work was the sense of accomplishment and creativity they derived. This revelation is similar to their underlying sense of optimism and concern for children in the emotional atmosphere of the school system. For many in the school system the meaning of work is also freedom and individualization. The atmosphere of the school system has particularly stressed these characteristics and accounts, no doubt, for the success the district had in bringing talented individuals with a variety of experiences---although the salaries were obviously important to many. In their attitude toward working in the district the staff displays an inordinate amount of professionalism, sincerity and commitment, although some would argue the opposite. Current interest in redefining the educational process, realization that educational resources come not from a cornucopia and that the system must better articulate its designs to the community---are all indications of the attitude and commitment the staff has to its work. This we feel to be an asset in the organization which the Board and central administration has neglected. Similarly, the majority view on teacher evaluation should signal to the central administration that performance and evaluation systems are more successful when implemented well and reflect the needs and initiatives of the teaching staff.

The nature of specific roles and tasks within the organization necessarily differentiates each individual's relationship to his work. Central office personnel, by function, are involved in district-wide policy development and long range planning, while traditionally those at the building level interest themselves in the needs of their classrooms or building. In many school systems these orientations are largely overlooked. The result of this inability to "place oneself in the other's shoes" is both the inarticulation of needs dictated by local conditions in schools and lack of "fine tuning" in the design of district-wide policies. This situation was particularly evident in Byram Hills when behavioral objectives were introduced in 1972.

C. Authority, power and responsibility

1. How does the organization regard power

While authority is the right of one person to elicit behavior from another; power is the degree of force with which authority can be applied. Here we are interested in assessing the degree to which the organization senses the power of external forces affecting its activities, and the degree to which the organization can affect the outside environment. Both power and authority in Tarryford are locally centered within individual school units and with deliberative councils. Adams committees, program committees and central curriculum council share a recognized authority and power to assess and determine the nature of the the instructional system. Building administrators, in our opinion, function as facilitators of interaction and represent the needs of the individual school as a whole. Many in the organization have commented that neither department chairmen or principals do in fact seek or exercise power through the mechanism of teahher evaluations. The assumption among most administrators is that teachers are self-regulating professionals. Rather than manipulators or authoritarians, the building level administrators function as educational leaders, sharing responsibility and power to determine school policies with the teaching staff. In some schools this atmosphere is a myth. At the elementary level, we were told, the democratic concept of participatory decision-making doesn't exist. This we feel is largely the result of the innovative past, in which administrators assumed the function of guiding the schools through expansion and change, abrogating participation in fovor of speed and expediency. In recent years the Board has fluctuated from periods of great power in which it came close to becoming "the" administration, to periods of conservatism and domination by strong Superintendents. The power of the Board, regardless of conservative or liberal inclination, is apparent to most of the professional staff in the school district. They in fact assume the Board to be omnipotent both in terms of its constraints and demands and also in its ability to create circumstances in organizational life that have little resemblance to reality. Thus within the district there exists a wide variance of authority and power relationships. Many perceptions of authority and power are not only inconsistent but ultimately are incompatible.

On the questionnaire we asked several items that were related to authority relationships in the school system. We first asked how much supervision people in the organization received and were told by over 47% that they received very little, while 42% said "a fair amount." We then asked the staff to rate the supervision: 38% said the supervision was "good," 23% said "excellent" and 22% said it was "fair." Finally, we wanted to know if people wanted more supervision, clarifying the response to our first question. Over 67% said they wanted the same amount, while 17.6% said they wanted more. We later asked the staff to rate the people who ran the schools, hoping for a more explicit commentary on authority relationships and 43% then said "good," 37% said "excellent" and 10% said "fair." We then asked the staff to rate those who ran the school district: 47% said they were "good," 28% said "excellent" and 18% said "fair." Staff members then generally feel that the level of supervision is satisfactory, the quality of supervision is good and those who run both the school and the district are doing a very good job. However we do note that when asked who made the important decisions in the school district, most staff members were divided between "administrative supervisor" (30.9%) and "top administrators" (28.7%). Over 21% suggested that the school as a whole made the most important decisions. In light of the highly independent atmosphere of the school system we would assume this last figure to be much higher, indicating that decisions are made through the Adams committees and other participatory groups. This inconsistency we attribute to: (1) Teachers do not see their participation in curriculum matters as important decisions, or (2) The question was vague or indirect in alluding to the Adams system. In the context of other data collected we assume the first explanation to be helpful in illuminating our point. However, again, this response suggests little evidence that power and authority in the organization are oppressive or misused. Our only indication of clear reference to power is in terms of teacher/Board relationships and with regard to the atmosphere at the elementary level.

2. How does the organization handle authority

We have emphasized that authority is shared between teachers and administrators at the school level in regard to curriculum decisions. Most individuals exercise this authority judiciously, while we have been told that some take advantage of the instructional freedom they possess and contribute little to the development of the school system. Some individuals in the school system maintain that during the recent contract negotiations the Board mishandled its authority by failing to realize or interpret the economic plight of their teaching staff and by then assuming an incorrect staff attitude to evaluation and performance. Similarly, some in the organization suggest that the Teachers Association discovered but failed to control its power. The job action, described by one school system member as "a middle class horror," we see as an example of unjustified exercise of power, inconsistent with the sophisticated and professional character of the teaching staff. Both perceptions of the Board and the teaching staff fail to recognize the circumstances under which these events occurred. This circumstance is best described as: (1) Inevitable invasion of economic scarcity into the suburbs, (2) Few historical precedents applicable to the circumstance suggesting guidelines for action. Both the Board and the Teachers Association, for lack of past experience in negotiations under conditions of scarcity, precipitated a power struggle, the outcome and consequences of which many people in the organization now realize. The concensus is that relationships between the Board and the staff will never be the same again, and the comaraderie and unity of the past have been irrevocably altered. These comments were made in the wake of the job action last fall, and in our estimation overstate the expected problems for future negotiations. If the school system can effectively articulate the reality of future financial constraints, develop a mutually acceptable system of budgeting and assessment of outcomes, the nature of negotiations should then continue on a more effective basis.

Responsibility is related to authority and power but differs in that responsibility implies a state of mind of commitment to the achievement of a goal. It is an attitude that conveys a continuing awareness that the welfare of children comes ahead of expediency or tradition. The Tarryford School System does not shun responsibility; one of its strongest assets is its constant awareness that action is not justified because it is new, popular or "vogueish," but because it can help children to learn. Furthermore, the organization's strong sense of responsibility is apparent from the comments of teachers which indicate that they realize the system must not only know how much it spends, but why it spends what it does. We feel this awareness is a critical underutilized asset of the organization. Planning for the future must incorporate the sensitivity of the majority of the teaching staff to: (1) Effective evaluations of performance and (2) Sensible assessment of costs and objectives under conditions of economic uncertainty. The attitude of the Superintendent towards utilizing the skills of teachers and administrators throughout the system makes the possibility of a communally owned accountability system in Byram Hills a reality.

3. Attitudes about the self

In this section we investigate the aggregate self-concept of the organization. We seek to understand what the organization thinks of itself, who it thinks it is and if it's happy with its self-image. We furthermore ask the organization where it thinks it is going. From the interviews,the self-image of the organization emerged. Members of the organization contributed the following to the aggregate self-image:

1. Coming into power and wealth
2. Fun, very alive and easy going
3. Searching but without knowing for what
4. Very self-conscious
5. Fatherly, patting a kid on the head or back
6. Liberal, open to new ideas
7. Friendly, intellectual, talented, energetic and moving about
8. Frequently doesn't deal with the real

9. Cautious, not the type to leap into things without carefully thinking about them
10. Insecure, somewhat fearful that at some point he or she, may be found wanting and that perhaps that the status isn't entirely deserved.

On the questionnaire, the staff responded to many questions that reflected the self-image of the individual schools where people worked. These attitudes reflect, in a comparative sense, how teachers and administrators rate their work units. We asked the staff to first rate their school in comparison with others in the district and to other schools they were familiar with in other school systems. Over 80% of the staff indicated that their school was either "above average" or "the best" in comparison to schools outside the district and 47% rated their school as the best in the district.

We then asked the staff to tell us how important their jobs were in the school and in the school district, assuming this response would reflect either a positive or negative self-image: 44% thought their job to be very important in the school and 37% said their job was among the most important in the school; similarly, at the district level 48% thought their job to be very important while 34% thought their job to be among the most important. 40% of the staff said they would gladly volunteer for extra duties in the school and 30% said they would not mind being asked to perform extra duties. Finally 86% and 80% respectively indicated that they would recommend the district to a friend as a place to work and would expect to find themselves in the district working in five years time. In aggregate, these responses indicate that the members of the school staff project a positive and healty self-image as individuals, members of a school staff, and as a school system.

We asked the staff to comment on the future of the school system, thinking that a positive self-image would be reflected in implications of a bright and good future. Even though our interviews were conducted immediately after the negotiations of last fall, the distilled comments of the school staff suggested an optimistic future which we qualified by saying that particular problems should be dealt with in order to realize the capability of the district. Our attitude is that the organization has many assets, both obvious and neglected, which can be utilized by the school system to insure a productive and stable future. In the final section of this case study we analyze the strengths and weaknesses of the school system and make recommendations which may better prepare the school system for dealing effectively with a changing environment.

IV. Analysis and Conclusions

A. Organizational integrative patterns

A fundamental premise of this case study has been the biological nature of the organization. We have suggested implicitly that the well-adjusted organization, the healthy organization, is one which has developed the internal integration of its component parts. Integration is that state of nature in which parts of an organization: (1) Interact in a balanced, interdependent, communicative and constructive manner. (2) Develop in aggregate mutually acceptable, although possibly independent mechanisms for discrimination between threat and opportunity and (3) Follow with reactions that are appropriate to the stimulus and beneficial to the organization as a whole. In this section we evaluate the integrative patterns of this organization.

1. Appraisal of the effect of the environment on the organization

Historically the school system has been in command of its external environment. From its inception the school district has reacted to changing circumstances requiring organizational action. There have been changes in enrollment and a search for a unified educational program supported by a uniquely qualified faculty. Community support has been strong. Funds have been available for construction of new facilities and the expansion of other buildings necessary to accomodate increasing enrollments.

Current history has witnessed numerous changes in both the external and internal environment of the school system. Byram Hills' quest for excellence in instruction and innovation resulted, in the opinion of many in the school system, in an unjustified belief that quality of education was related to quantity of expenditure. Similarly, many teachers and administrators emerged from this expansionary period with a highly innovative, individualized system of education catering to the needs of the academic few who wished to pursue a college education. Amidst this ethic, few members of the professional staff had time to evaluate the speed and content with which innovation was accepted and integrated into the instructional program. In the current atmosphere of the school system, many find themselves unsure of exactly what has been achieved, what in fact, is "Why Not" ---is there a process associated with the concept or is it without a lasting educational structure. To many people in the school system the educational program was just that: a hollow euphemism for an unattainable and undefined conceptual aggregate. Thus within the internal environment of the current organization many people are stepping back and asking where have we been, why did we do what we did, what do we do now, why do we want it and where are we going. In short, the school system has a plethora of innovations, but few perceive the nature of the educational process from kindergarten through grade twelve.

The external environment of the school system has also changed. Research in education suggests that the level of expenditure has little to do with the quality of education, and, similarly, the level of training of faculty members has little to do with achievement. Suburban school districts at present have begun to sense economic and political vulnerability. It is clear that economic scarcity is the challenge of the future, and that the hostile tone of contract negotiations in large cities knows no social and economic boundaries. These events and the community's interest in the relationship between the cost of education and the outcomes has made the external climate of the school system uncertain. As one teacher commented: ". . . we are also aware of the general climate in education and the general socioeconomic crisis. When money was so accessible it was not a problem. And now it isn't and so people are worried,they would like to be more sure they have tenure and do everything they can to get it. I mean people are involved in job security." Uncertainty about the future, about the environment in which one must live, often leads to frustration and anxiety. Organizations that do not have "ways" or experience in: (1) Assessing the nature of external change, harmful or beneficial, (2) Reacting appropriately to changes in the environment, either adapting to change, defending against harmful change or succumbing to change. These skills are simply awareness of change, interpretation of change and reaction to change. The organization, or here the school system, that can perform these three activities with acuity, perception of reality, and appropriateness of reaction, will be the organization best prepared to deal with future changes.

In light of the past history of the school system and the current environment with which it must deal, it is necessary to assess the future impact of the environment on the organization. Although the organization has enjoyed a secure and adaptive past, changes in the current environment are more challenging and require more adaptive patterns in the school system. It is our belief that the organization is in fact capable of dealing with the contingencies of the changing environment for the following reasons: (1) There is growing awareness and accurate perception of the nature of the political and economic environment in which the organization must function. One teacher commented: "The system is not interested in fads. We had those before. We're on individualized instruction program for a very long time. The system tries to keep up on an economic and cost basis. We're keeping up on money and attitude wise." (2) The teaching staff is similarly aware that the cost of education will inevitably be linked to productivity and outcomes, and that only a system derived at by mutual accomodation with the Board and administration can work in the school system; (3) The negotiating process has been in the past a detriment to the familial construct of school relationships and must in the future be engaged in judiciousness.

2. Appraisal of the effect of the organization on the environment

Members of the teaching staff have commented that instead of visiting other school districts, many professionals come to Tarryford to observe the educational program in action. We assume this contact to be beneficial to the outside world, but doubt that the effect is extensive. Other than these contacts and relationships with research institutions and graduate schools, the organization has little effect on its environment. Rather than changing the state of its environment, the organization in the past has adapted to it, since the nature of environmental change is beyond the control of the organization. A further reason why the school system has had little effect on the outside world is that the school system is in an isolated community, safely nestled in suburban Westchester, and until recently not vulnerable to many environmental changes affecting urban educational settings.

3. Appraisal of the organization

a. Special assets

Effective organizations are those which can sense the changing atmosphere of their external environment, interpret those changes and act accordingly. In appraising the ability of the organization to achieve those skills, we suggest that the organization has a variety of assets, but that it also has some liabilities which prevent effective action. Fundamental assets of the organization are its members, both staff and community. From interviews conducted in the school system we heard little but positive statements about the professional competency of the teaching staff, the high rating of administrators and the open climate of the individual schools. In addition, there was a general positive feeling about the manner in which the Superintendent was moving directly towards more effective management innovation. Teachers and administrators generally approve of the sensitive implementation of modern management technology in Byram Hills which has been characteristic of the present administration. The adroitness of the Superintendent in keeping to a schedule of management innovation, but "making it work" is seen as an asset of the organization as a whole. Another asset of the organization is its capacity for self-evaluation and criticism. It is open with its environment, most people accurately and alertly perceive the reality in which they live and assess the need for reevaluation of current activities. We also suggest that the growing interest of the organization in evaluation and assessment of outcomes and performance is essential for adaptive change in times of economic scarcity and social change. The school system has taken the initiative in dealing with this eventuality, attempting to establish a planning system. We do feel that attempts in the recent past to systematize the budgeting and planning process have assumed the teaching staff to be uninterested, resistant if not hostile to associations of costs and outcomes. These perceptions we feel, are unwarranted in the present and will be less so in the future. Finally, the community is an organizational asset in that it has traditionally viewed innovation and liberalism approvingly and should remain consistent if in fact, the school system acts to (1) Articulate what it is doing, (2) Respond to the community's ability or reluctance to support large budgets in a sensible manner, (3) Realize that community are not professionals in the educational field, and thus can not be expected to accept innovations without some reason, some visible outcome.

b. Impairments

Above we have suggested those characteristics of the organization which we feel to be conducive to adaptive interaction with the external environment. The organization also has some impairments which restrict the school system's ability to deal with its environment:

1. The conduct of recent negotiations between the Board and the teaching staff has failed to accurately articulate the realities of the local economy, the need for reallocation of funds in the context of nonarbitrary assessments of outcomes and mutually agreeable standards of teaching performance.

2. Within the staff there seems a growing cleavage between those who are confident about their position in the school system and continue to escort change and those who are insecure about their position and as a result have become uninvolved and

disinterested.

3. Different schools have emerged as independent units catering to the special emotional and developmental needs of the children they serve. This inclination is seen as inconsistent with the primary and traditional function of lower schools preparing children for the educational and social environment of the upper grades.

4. The task activities and time constraints of the teaching day are neglected in the design, development and implementation of management practices in the school system. The orientation of the central office staff is planning and finance, while the orientation of the classroom teacher is the educational process.

5. The decision making process in schools and other organizations is cyclical in nature but should be initiated from the point closest to the client, the student. Teachers do not feel themselves to assume an integral part in the decision-making process, while the curriculum process incorporates this process, most teachers see attempts at accountability as a facade.

The impairments we suggest here, while important to the level of interaction and integration in the school system, do not outweigh the assets of the organization conducive to adaptation to environmental changes. Impairments develop in most organizations because of discrepancies between the past and the present. This school system, because it is so new, has a history of current innovations and few contacts with deep-rooted patterns of traditional education. Thus, it has few members who hold the organization back from an orientation to the future. However, it is important that the organization does not expend too much energy in resolving the inconsistencies in the educational process and philosophy of the district, which can result in a "present oriented" organization unaware that both subtle and explosive changes can occur in the environment. In this situation the organization finds itself dominated by change, unable to catch up to it or to anticipate the future. To insure against slow organizational action in the resolution of organizational "identity" problems, the Superintendent can take a major role.

c. Level of integration

We have referred to integration as a state in which the organization reacts to its internal and external environment in a variety of patterns. Organizations may perceive the environment as threatening and thus defend themselves or perceive the environment as beneficial and thus synthesize or capitalize on the opportunity. Finally, the organization may succumb to overwhelming pressures from its environment and thus become the captive of its environment. Organizations that divest all their energies in any one of these three reactive patterns have not well-integrated with the environment Those organizations that are flexible, adaptive and dominant within their internal and external environments are capable of discriminating between threat and opportunity and reacting appropriately to the stimulus. An organization's capacity for appropriate action also depends on the level of internal integration. The component parts of the organization must function as a whole, collectively interpreting and acting on the environment. We seek here to illustrate those activities carried on by the organization which help it to adjust to the internal and external environment.

Individuals interviewed during the course of our visits in the school district often alluded to the "isolated island" nature of the individual school units and grade clusters. In the process of developing an individualized education program, both the emotional and developmental needs as well as the intellectual needs of the children were considered. The result of the process, in the opinion of many school district professionals, was that individual schools became communities within themselves, identifying the scope and range of their interests to mutually exclusive age groups. While the school system has recognized the special problems of the preadolescent and adolescent and has integrated this understanding into the social and academic atmosphere of the individual schools, many people suggested that the traditional links between grade levels has been ignored. Rather than developing an integrated academic program from K through 12, stressing academic preparation for the rigors and discipline of succeeding grades, the current attitude is to treat child development by independent periods of social and intellectual growth: elementary, middle and high school, which corresponds to preadolescence and adolescence. This approach has not been codified or articulated by members of the school system for their benefit, nor have foundations of the academic program been articulated adequately to the community, who, in fact, fail to see the purpose and justification of the Middle School, deem the academic program in the High School neglectful of the non-academic students, and feel the elementary schools to be undisciplined and unstructured. The process of innovation and change in the school system has, to a large extent, worked without an attempt to really understand the nature of the educational process. This, in turn, has led many teachers to question the efficacy of current practice, and the community to question the Board's interest in costs and outcomes.

We have described an organization that has passed through a consolidation and expansionary phase and which is currently experiencing the sobriety of self-evaluation, the meaning of the past and the uncertainty of the future. It is in essence attempting to integrate with the construct reality of: (1) economic scarcity, (2) justification of needs and productivity, (3) Self-evaluation and redefinition. These issues are those the members of the organization must take up in its relationship with the environment. The past history of the organization illustrates clearly the organization's dominance of its environment. It was able to meet the demand and need of the community for excellence by adopting sweeping innovations, spending money, and hiring a superior staff. In recent time the effects of the environment have made demands on the organization which have been taxing the energies and capabilities of the school system.

Within the organization there are many individuals who are acutely aware of the discrepancy between the confident past, marginal present and the uncertain future. Others in the organization either resist acknowledging changes or are unaware of changes in the world in which they live. These are the individuals who displace their current anxieties and frustrations, blame an arbitrary Board, the fickle community, superfluous management systems and the unrelenting economy. Those within the school systew who are aware of the transient nature of the external and internal environment are those who take strides towards integrating the school system with the real world. Among the efforts conducive to restoring control over the environment are: (1) Attitudes expressed by teachers in support of effective and equitable evaluations of performance and review of educational objectives, outcomes and costs, (2) The staff's realization that past innovations must not only stand justified for their "newness" but also for their relevancy and need---the school system must not become "locked" into innovation, (3) The interest of the Middle School in defining their efforts for the benefit of a community that understands little of the educational process in Tarryford , (4) A Superintendent and business manager who are cognizant of the economic realities of the future and the need to evaluate expenditure, but who are also sensitive to the inevitable resistance of the staff to "canned" management systems and to the dehumanizing effect of poorly implemented and operated management systems, and (5) To the Board of Education, who we feel to be increasingly reluctant to involve itself in issues best handled by the administration. The efforts of the organization in utilizing these positive and integrative attitudes is critical to the future adaptation of the organization. Most important of all is the growing inclination of the staff towards self-evaluation, stimulated by an alert, accurate and realistic relationship to the environment.

d. Overall effectiveness and facade

It is our feeling that the organization does not pretend to be without problems. It is, in fact, honest with itself. The frustrations and anxieties we noticed in the organization are related more to confusion, lack of explanation and disillusionment in the face of a rapid reversal of the traditionally beneficial environment. We feel that in time these individuals, too, will realize that environmental change is inevitable, rarely can it be reversed and must be dealt with in a realistic and adaptive manner. This we feel the organization does well, and we conclude that the overall organizational effectiveness is high, although we do suggest that one recent rent in the internal environment rates caution.

We are concerned with the manner in which both management and labor responded to the contract impasse of Fall, 1975. Both groups in our opinion failed to realize the inherent nature of adversary relationships. Both also neglected to foresee the rate at which animosities escalate and the degree with which positions solidify and congeal. It is our feeling that the bitterness of the negotiation experience in Tarryford is related to the failure of both groups to accurately perceive and articulate the nature of the economic and social environment which precipitated the confrontation. There is no question that the confrontation brought attention, although inappropriately, to issues of mutual concern to both groups. Instead of interpreting the situation as beneficial, and an opportunity to resolve salaries, costs and outcomes, both groups engaged in behavior indicative of threat rather than opportunity. The organization has much to learn from this confrontation, specifically that internal confrontations leave the organization vulnerable to external threats.

B. Summary and Recommendations

Since its inception, the Tarryford School System has been undergoing transformations from one dominant pattern of administration to another. It began with a period of consolidation, followed by expansion based on innovation and spending, and has recently entered on a period of contracts. In this last, the organization has sensed change in its environment--its support and its mission--and has reacted with self-evaluation and a realistic perception of the intransigence of the outside world. It has begun to focus explicitly on the internal and external agreements which sustain and shape it. Its adaptive mechanisms have developed to bring order to the myriad of environmental pressures, to foster collaboration on the interpretation of external changes and responses, and to prepare the organization for the future.

In this section we offer several recommendations related particularly to the implementation and maintenance of accountability procedures, and more generally to the life of the organization as a whole. Some of these suggestions involve specific procedures, others simply factors to be borne in mind as planning takes place. We have divided them into three categories: 1) those characteristics of its operation which we feel the organization should work to eliminate; 2) some goals toward which we think it would do well to strive; and 3) several processes on which it should try to maintain the progress it has begun.

1. Negative Characteristics:

a. In its recent years of innovation, the district developed a tendency to treat its new programs and policies as importations, rather than internal developments. Such an attitude tends to decrease the willingness of the members of the organization to take responsibility for such programs, or to feel any personal involvement with them. Tarryford educators--at all levels--seem to feel as though whatever excellence they have achieved is not their own, but rather the product of sound purchasing policies outside the district. Thus when problems arise, they do not tend to look to themselves for solutions, but expect these to come from outside. As future policy changes are implemented--and as previous ones are reconsidered--administrators would do well to emphasize the ways in which local personnel and local considerations have influenced their design. There is a world of difference between simply feeling that the district is excellent, and feeling that it has made itself so.

b. An assumption has developed in Byram Hills that administration can and should be a purely hierarchically specialized activity. In other words, members of the school district seem to feel that each has his own discrete tasks for which he should assume responsibility, and that those of others are no concern to him (unless their decisions encroach on his welfare.) Thus top-level administrators are expected to make broad policy decisions and teachers are expected to take care of their classrooms. Each is supposed to be able to take care of his part with only consultation--but not involvement from the other. Thus the accountability program was implemented from above-- and it never occurred to anyone that it might be a means of communicating upwards and participating in decision-making. Orders and evaluations are expected to flow downward; complaints and reports are expected to flow upwards. That the two might meet at various levels in between, and not only in the heads of certain central office administrators needs to be recognized. Such an assumption is hard to give up. Of course, because it plays readily into the self-aggrandizement needs of administrators and the dependency needs of subordinates. The former would do well to remind themselves however, of the old maxim: the higher they are, the harder they fall, and its underlying psychological truth. Group research has shown that members expect to be fulfilled in all their needs by leaders and therefore will defer at first. But the leader who accepts such expectations is only preparing the road for rebellion against himself when it becomes clear that he is only human. Group training--as in the Tavistock mode--helps members to realize some of the unconscious factors which introduce unreal expectations and unreasonable reactions into relations of authority.

c. Efforts need to be made to bring an end to Tarryfords' cycle of conservatism and innovation. The community, the School Board and the School System all need to work to narrow the swing of the pendulum from an idealistic but over-ambitious emphasis on curricular innovations to a too focused concern with fiscal economy. Policy at any one time seems to be a reaction to that which immediately preceeded it, not a thoroughly thought out plan. It would be useful for Board and administration to work out a plan which brought both ideals and finances into consideration as first principles. In other words, planning to achieve a specific long-term set of goals would be helpful. Such a set should include at each stage the anticipated financial conditions for the next stage. In this way the district might be able to move on a more even keel. One reason for problems with the accountability system is the overemphasis on its fiscal reporting aspects and underemphasis on its planning uses.

2. Goals on which to focus:

a. The district could benefit from greater integration of all levels of staff into decision making and policy formation. This would produce a greater feeling of 'ownership' of the consequent practices. It would also expedite the transmission of relevant information to administrators who must make decisions, and take a load off of central administrators by having many decisions made at the levels at which problems occur. Decisions involve two kinds of premises: valuational and informational. The former are primarily the responsibility of senior administrators and the school board as the representative of the community. Information, however, is distributed throughout the system. Although gathering information may be a specialized task, assisted by such technical expertise as PPBS, any centralized gathering process is always inadequate. The very ability to get the right information for a current decision depends on having considerable prior information. In particular, the adaptation of district-wide policies to local settings can be encouraged--inasmuch as it is a function of bringing information, rather than values, into the decision-making process. Considering the matter in terms of the informational premises of decisions allows for this greater integration to be achieved without bringing the established authority of senior administrators and Board over values into question.

b. Even among those who already have a recognized place in the decision-making process, there is inadequate understanding of the operation of the district as a whole. Staff in various specialized sub-units have a much better awareness of what goes on internal to those units than district-wide. There is thus a tendency for them to switch their identification to such sub-units. This means that when their part of the organization does not get what it wants, they are likely to react as though they were being personnally deprived--no matter how beneficial the effect on the system as a whole may be. Efforts to increase interaction among the different schools, departments, and other administrative sub-units could help to solve this problem. At first, such meetings would probably need to be well managed or highly formalized, since they are met to solve no specific task, but rather to achieve understanding. Exchange of personnel might also help in this matter. More than anything else, what is needed is an effort to be explicit about the reasons for assigning resources in one direction rather than another--or taking any other policy decision. Lower level administrators cannot be expected to be as efficient in implementing decisions they do not understand as those that they do. Further, there will always be difficulty with general decisions which seem to go against the administrator's own unit--the one on the basis of which his performance is evaluated. Understanding cannot be expected to overcome self-interest, but the real interdependence of the units in the school district means that each one's self-interest is in fact dependent on the contributions of the others.

c. The school district is composed of a number of separate units and individuals. This does not mean, however, that there cannot be collective understanding which transcends individual points of view. Indeed, the most important variety of this collective understanding is precisely the appreciation of the different constraints and determinants of different members views of the system and its environment. If the district were to decide to implement a plan of group work to achieve greater integration--as we recommend--this would make a good subject for such inquiry. Working together in the intense environment of small groups, people come to understand not only their own psychological relations to groups and the nature of groups as such, but the origin and importance of different points of view. Since such differences constitute a major issue on many groups, it is reasonable and easy to accept making them a subject of study. Such learning can then be related back to the broader issues of the school district--as for example to the ways in which principals and teachers views of parents differ according to the occasions on which each has contact with them. Such seemingly obvious factors are seldom brought to consciousness in ordinary work. Misunderstandings of this (superficial but still problematic) variety are a frequent source of conflict or mistrust in Tarryford.

d. Self-study by members of the school system could also focus on appreciation of the nature of the environment and the impact of changes in it. Many members of the district seem to operate with an idealized image of the past. This 'golden age' myth is a reference continually dragged out to account for contemporary problems. This is an ennervating exercise, however, for when problems are accepted as simply characteristics of the times, little effort is made to find solutions to them. The environment of Tarryford does indeed pose different problems for the school system than it did ten years ago, but hardly insoluable ones. Still greater problems of a related sort occur when members of the system fail to appreciate that changes have occured, and so still assess the actions of their fellows as though they were responding to an environment--perhaps nicer--from years before. This seems to have been a particular problem for Tarryford as economic pressures became acute. Teachers and administrators seemed each to forget that the economic problems were common to individuals as well as the district. This misunderstanding was compounded by the tendency to assume that mutual discussion of such issues was not necessary until problems had already become manifest and relations soured. (See A 1 above).

e. The administration of Tarryford would do well to make explicit the rationale for the accountability system and to demonstrate its uses at different levels. As we noted above, only a third of the school system was even certain that such a system was in operation. Clearly fewer know of any ways in which it helps them in their work. Administrators and teachers do not seem to have markedly different ideas of the overall aims of the system. It should be possible to build on this foundation into a common appreciation of the merits of an accountability system well-applied. In fact, the Tarryford system is quite well run on paper.

Its problems come with the extension of the paper functions into more than purely fiscal matters. Such extension depends on the understanding and contributions of system members of all ranks in all settings. A general rule of the more input the better may be followed on the purely technical side, in addition to any psychosocial emphasis on participation. As far as a way to achieve this understanding is concerned, there can be no substitute for straightforward statement on the part of the administration. Such a statement could be issued in writing, and responded to in person, and especially in groups of moderate size. Such groups should ideally be structured along the lines of task-group formation in the organization. It may be objected that this would be a great burden on administrative time, but we would answer that the very information needed to explain the accountability system and demonstrate its usefulness would be important for administrators--and everyone--to know.

f. Some effort could profitably be made to increase the real and perceived equality of connectedness between the different individual schools and the central administration. The differences in awareness between the staffs of different schools as to what the accountability system was about were marked. Here what is needed is some administrative self-examination to decide what produces unevenness of contact and communication. Two factors at least seem apparent. First, those schools which have for whatever reason demanded special attention tend to continue receiving more attention after the crisis has passed. Administrative ties have strengthened, and simply a weight of inertia formed. Secondly, administrators tend to favour those schools about which they have positive feelings--and have positive feelings about those with which they have contact. This vicious circle can exacerbate problems of mistrust, competition or jealousy within the district.

g. Lastly, much of the uncertainty expressed by the lower levels of professional staff about the administration may be attributed to the very high rate of turnover of administrators. This produces frequent mini-crises as well as a general lack of stability. What is important is the perception of continual abandonment felt by teachers, many of whom have worked in the district for quite long periods of time. (We may mention that the uncertainty expressed in Tarryford was not particularly high relative to other districts. This of course is no reason not to do something about it, however).

3. Good trends to maintain:

a. The district has manifested some concern with integrating the individual cluster levels into a more continuous model of individual development and organizational functioning. Problems have been noted with regard to communication among clusters and changes in style or orientation.

b. Some members of the School Board, administration and teachers association have recognized the importance of articulating some of the system's boundaries more clearly. In particular, this has taken the form of attempting to make explicit what the school system does for its own benefit and what it does for the benefit of the community. Such working out of a complex relationship can never be complete, but progress and effort should be continual.

c. The district has been able to stimulate leaders at all levels of the school and to produce quite a high level of energy in the system. If anything, this is on the wane. Members of the district expressed concern at this trend and noted various personal efforts they were making to stimulate those subordinate to them. We would only add that the greater sense of common purpose and direction which we have suggested could be worked for would allow this to be a two way, not only a downward, process of stimulation.

d. A dominant theme in the organization today is the attempt to deal realistically with the costs of education and the attempt to assess--and predict outcomes. Although fiscal emphasis seems at times one-sided, overall it is timely and important to ensure the continuing quality of the district itself and of its relations with the community. Hopefully, the attempt to extend the range of fiscal planning will work to ameliorate the pendulum effect we noted above (see A3). Although there is much that money can buy, there is much that instability and lack of foresight can lose.

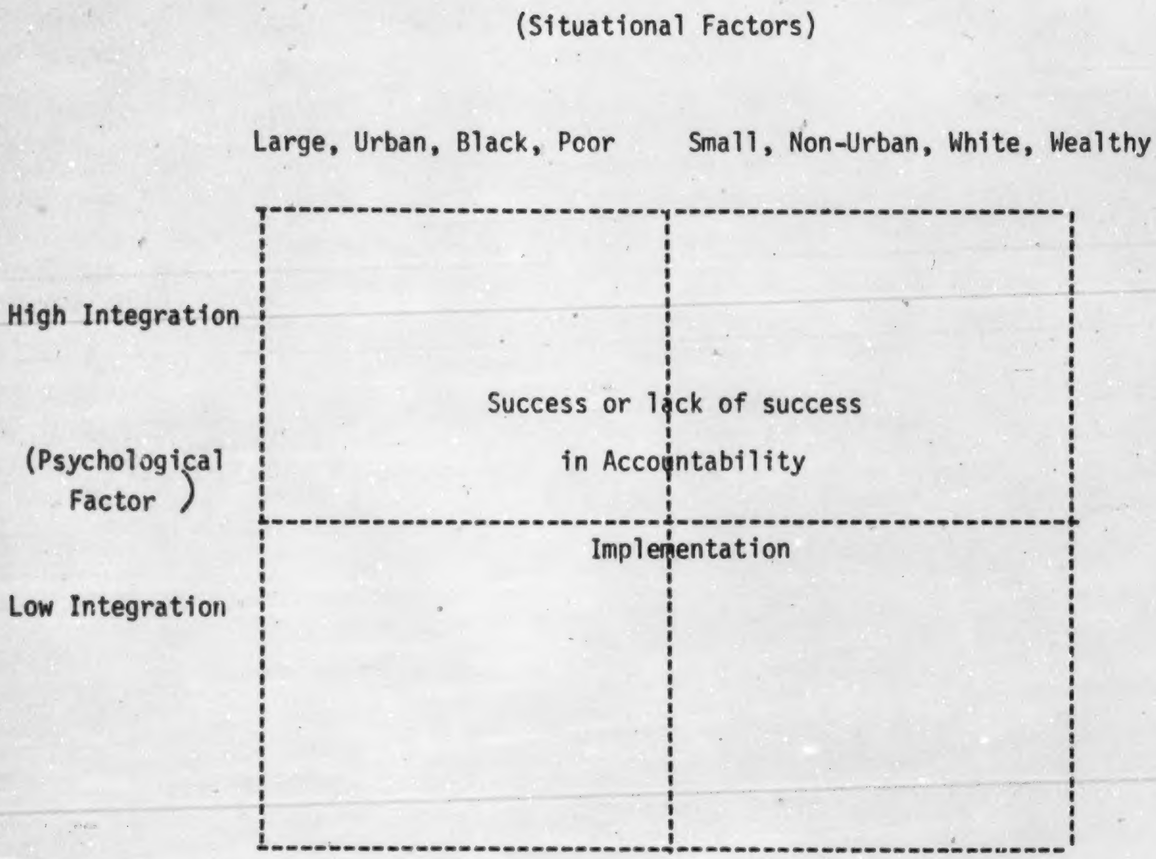
e. The district has shown an admirable willingness to become involved in self-evaluation and at the same time to attempt to reestablish confidence, interest

> and energy. Its concerns in these directions parallel those in the nation at large, and are well articulated. The very considerable resources of Byram Hills put it in an especially favourable position to come to terms with its problems without losing its faith in itself. This is an end dearly to be desired.

Our recommendations follow an interrelated pattern. It is our feeling that the present functioning of the school system and its potential for future adaptation and planning for change rests in its ability to assess and interact with its environment in an integrated and unified manner. Integration depends upon the inclination of individuals in the organization: (1) Articulate their own perceptions of change, their needs and working constraints, (2) Remain receptive to others' point of view, (3) Nurture a spirit of mutual adaptation to the needs of the organization, its people and its children, (4) Remain aware that integration leads to effective planning which in turn results in organizational strength. The level of integration in the school system has increased as a result of a growing awareness of the need to articulate for the benefit of all, the present and future of the instructional program in terms of educational value and cost. Further integration will depend upon the degree to which this sensitivity can be manifested throughout the organization by means of accepting this reality rather than by disavowing it. To this end, the organization must speak to itself and to its community, adopt the spirit of planning and feel confident in its ability to not only adapt to change but to anticipate and act on its environment.

APPENDIX

Appendix A:
Situational Matrix

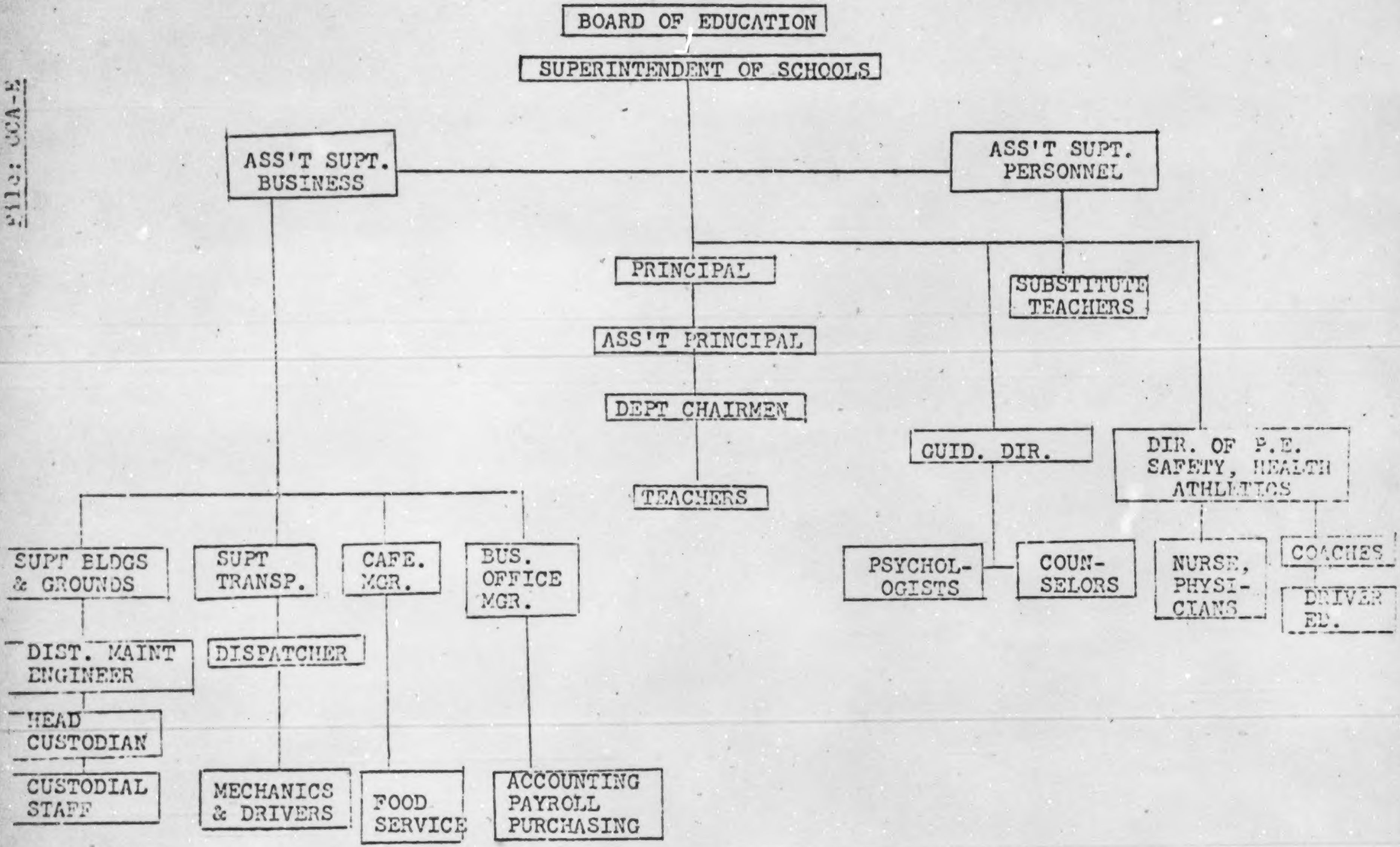

(Situational Factors)
Large, Urban, Black, Poor
Small, Non-Urban, White, Wealthy
High Integration
(Psychological Factor)
Low Integration
Success or lack of success
in Accountability
Implementation

Appendix B:
INTERVIEW MATRIX

		MALE		FEMALE		
		Black	White	Black	White	
TENURED	B.A.					B.A.
	B.A. + 30					B.A. + 30
NON-TENURED	B.A.					B.A.
	B.A. + 30					B.A. + 30
		MALE		FEMALE		

Appendix C: Tarryford Public School System Organization Chart

File: CCA-E


BOARD OF EDUCATION
SUPERINTENDENT OF SCHOOLS
ASS'T SUPT. BUSINESS
ASS'T SUPT. PERSONNEL
PRINCIPAL
SUBSTITUTE TEACHERS
ASS'T PRINCIPAL
DEPT CHAIRMEN
GUID. DIR.
DIR. OF P.E. SAFETY, HEALTH ATHLETICS
TEACHERS
SUPT BLDGS & GROUNDS
SUPT TRANSP.
CAFE. MGR.
BUS. OFFICE MGR.
PSYCHOLOGISTS
COUNSELORS
NURSE, PHYSICIANS
COACHES
DRIVER ED.
DIST. MAINT ENGINEER
DISPATCHER
HEAD CUSTODIAN
CUSTODIAL STAFF
MECHANICS & DRIVERS
FOOD SERVICE
ACCOUNTING PAYROLL PURCHASING

REV. 9/7

Appendix D:
N I E Accountability Project

General Questionnaire

Information supplied by ____________________

1. Please describe as precisely as possible the following characteristics of the school system:

____ a. the geographic location and the size of the system and its catchment area

____ b. the size of the school system, including listing and location of physical plant units, number of personnel and student population (for "a" and "b" above, where available, supply maps and charts)

____ c. any available information on the demographic characteristics of the student population with special attention to ethnic/racial background and socio-economic status

____ d. date of establishment of the district. If this date is within the last 15 years or if the district has been in a split or merger in the same period of time, please describe the circumstances of the founding - split-merger

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

2. Please describe as precisely as possible (supplying relevant existing documents) the relationship between the school system and local government:

_____ a. describe the procedure whereby members of the school board attain that office; give the term of office and renewal regulations

_____ b. give the names, backgrounds and occupations of the members of the school board and each member's length of service

_____ c. describe the process whereby funds are allocated by governmental agencies, including local government, for the operation of the school system

_____ d. aside from funding, what other kinds of decisions about the functioning of the school system must be made or approved above the level of the superintendent

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

3. Please describe as precisely as possible (supplying relevant existing documents) the management procedures utilized by the superintendent and his subordinates in the operation of the school system:

_____ a. management system; if a formal system is used, please identify (e.g. MBO, PPBS, etc.)

_____ b. developments leading to the initiation of the present system, changes in an existing system, or the abandonment of a formal system

_____ c. please describe the means of formal communication within the school system, e.g., regularly scheduled meetings, bulletins-memos, manuals, suggestion box, evaluation procedures, P.A. announcements, reports, etc.

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

4. Please describe as precisely as possible (supplying relevant existing documents) the budget

_____ a. the process whereby decisions are made about budgeting allocations, dispersment procedures and accounting procedures

_____ b. please supply an elaborate and detailed budget document

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

5. Please describe as precisely as possible (supplying relevant existing documents) the formal organization of the district:

_____ a. positions and structural divisions of the district management

_____ b. nature and size of the principal working units of the district. e.g., schools, district-wide departments of instruction, special services, etc.

_____ c. organization chart and job specifications of administrative positions, noting any positions that are or may be held simultaneously by the same person

_____ d. if the above represents the results of recent changes, please describe these changes

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

6. Please describe as precisely as possible (supplying relevant existing documents) the distribution of instructional and administrative personnel according to:

_____ a. age
_____ b. sex
_____ c. race
_____ d. highest degree attained
_____ e. length of service
_____ f. source of recruitment (from college or with previous experience; if there is a source that has provided a significant number of your teachers, please identify this source

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by ____________________

7. Please describe as precisely as possible (supplying relevant existing documents) the district's personnel policy for administrative and instructional staff:

____ a. list the position titles that exist in the district giving the prerequisites for appointment to each
____ b. describe the district's policy for advancement, promotions and tenure
____ c. give the district's salary schedule for each title indicating the basis for increments, e.g., education, length of service, etc.
____ d. what teachers union or association exists in the district; how long has it been active?
____ e. which personnel policies are based upon a contract with the union or association?

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

Appendix E:

Accountability Research Project

District Number ________(1)
Unit Number ________(2)
Questionnaire ______(3,4)

Written Questionnaire

We would like to know more about how people feel about their school district and their job. We do not need to know who you are personally, so please do not sign the questionnaire.

Most of the questions ask that you circle one of the answers; however some of the questions ask that you write the answer in the space provided. The value of the study depends on how openly and carefully you answer the questions. There are no right or wrong answers; this is not a test. Please be sure to answer all the questions. Thank you for your cooperation.

I. Some Things About Yourself

1. What is your title or position in the school system? ________(5)

____

____

2. How long have you worked at your present job? ______________ ________(6,7)

3. What other jobs have you held in the school system? __________ ________(8,9)

____

____

4. Indicate your level of professional training. (circle number) ________(10)

1. Associate Degree
2. B.A.
3. M.A.
4. Doctorate
5. Other (Specify)

____

5. How old are you? (circle number) ________(11)

1. 18 - 21
2. 22 - 25
3. 26 - 30
4. 31 - 40
5. 41 - 50
6. 51 - 60
7. Over 60

6. Sex (circle number) ________(12)

1. Male
2. Female

II. Where You Work

7. Where do you work? (School, Superintendent's Office, School office, etc.) ________(13)

____

8. In the last 5 years, how much has your school grown in size? (circle number) ________(14)

1. A great deal
2. Somewhat
3. Not at all
4. Don't know

9. How much has your school changed in the last 5 years other than in size? (circle number) ________(15)

1. A great deal
2. Somewhat
3. Not at all
4. Don't know

10. What change is most noticeable in your school? (circle number) ________(16)

1. Students
2. Faculty
3. Curriculum
4. Budget
5. Administration
6. My Responsibilities
7. Other (Specify)

____

____

11. How would you rate your school compared to others of its type in this district? (circle number) ________(17)

1. The very best
2. Above average
3. Average
4. Below average
5. The very worst
6. My unit is the only one of its type, ie., school, office

12. How would you rate your school, compared to similar schools in other systems you know about? (circle number) ________(18)

1. The very best
2. Above average
3. Average
4. Below average
5. The very worst

13. How does the community feel about your school? (circle number) ________(19)

1. Very friendly towards it
2. Neither friendly nor unfriendly
3. Unfriendly towards it
4. Don't know

14. What do you consider to be the most important service provided by your school? ________(20)

____

____

15. What is your school's greatest strength in providing this service? ________(21)

____

____

16. What is your school's greatest weakness in providing this service? ________(22)

____

____

17. What are the three things that your school is working hardest for at this time? _____(23-25)

1. ____
2. ____
3. ____

18. What three recommendations would you make to your school that would help achieve its goals? _____(26-28)

1. ____
2. ____
3. ____

III. Your Job

19. What are the main duties of your job? ____________________ _____(29-31)

____

____

____

20. How important is your job in your school? (circle number) ________(32)

1. Among the most important
2. Very important
3. Necessary, but not particularly important
4. Unimportant
5. Don't know

21. How important is your job in the school district? (circle number) ________(33)

1. Among the most important
2. Very important
3. Necessary, but not particularly important
4. Unimportant
5. Don't know

22. How much administrative supervision do you get?(Principal, vice-Principal or Superintendent) (circle number) ________(34)

1. A great deal
2. A fair amount
3. Very little
4. None

23. How would you rate the administrative supervision you get? (circle number) ________(35)

1. Excellent
2. Good
3. Fair
4. Poor

24. With regard to administrative supervision, would you like to have: (circle number) ________(36)

1. More
2. Same
3. Less

25. How would you know when you are doing your job well? ________(37)

____

____

26. How would you know when you are not doing your job well? ________(38)

____

____

27. How would you rate the physical conditions under which you do your job? (circle number) ________(39)

1. Excellent
2. Good
3. Fair
4. Poor

28. How would you rate the pay and other benefits you receive as compared to those doing the same kind of work in other similar school units you know of? (circle number) ________(40)

1. Above average
2. Average
3. Below average

29. How sure do you feel of having a permament job? (circle number) ________(41)

1. Very sure
2. Quite sure
3. Have no idea
4. Rather unsure
5. Very unsure

30. What is the most important factor that determines the permanency of your job? ________(42)

____

____

31. How much additional training for your job has your school district provided? (circle number) ________(43)

1. A great deal
2. A fair amount
3. Very little
4. None

32. With regard to job training, would you like to have: (circle number) ________(44)

1. More
2. Same
3. Less

33. How much freedom do you have in planning and doing your work? (circle number) ________(45)

1. A great deal
2. A fair amount
3. Very little
4. None

34. If problems come up in doing your job, how much help do you get in handling those problems? (circle number) ________(46)

1. A great deal
2. A fair amount
3. Very little
4. None

35. Which one of the following would you find most helpful in working out problems connected with your job? (circle number) ________(47)

1. Your immediate administrative supervisor
2. The person above your supervisor
3. One of your fellow workers
4. One of your subordinates
5. Unit Leader or Dept. Chairman
6. Other (specify) ________________________
____

36. In doing your job, how much contact do you have with others in your school? (circle number) ________(48)

1. A great deal
2. A fair amount
3. Very little
4. None

37. In doing your job, how much contact do you have with others within your school district? (circle number) ________(49)

1. A great deal
2. A fair amount
3. Very little
4. None

38. In doing your job, how much contact do you have with others outside your school district? (circle number) ________(50)

1. A great deal
2. A fair amount
3. Very little
4. None

39. In connection with your job, would you like to have: (circle number) ________(51)

1. More contact with others
2. The same amount of contact
3. Less contact with others

40. How well do you like the people in the school district that you work or have contact with? (circle number) ________(52)

1. A great deal
2. Rather well
3. Very little
4. Not at all

41. How would you rate the way the people you work with get along? (circle number)

________(53)

1. Very close and friendly
2. Quite friendly
3. Distant but not unfriendly
4. Rather unfriendly
5. Very unfriendly

42. With regard to yourself and your fellow workers, would you prefer: (circle number)

________(54)

1. Closer relationships
2. The way it is now
3. Less close relationships

43. If you had a complaint or "gripe" about something connected with your job, whose attention would you bring it to first? (circle number)

________(55)

1. Unit leader or Department chairman
2. Your administrative supervisor
3. The person above your supervisor
4. One of your fellow workers
5. Association representative
6. One of the top administrators
7. Someone outside the school system
8. Would keep it to yourself

44. When changes are to be made which affect your job, how much are you consulted? (circle number)

________(56)

1. Always
2. Usually
3. Seldom
4. Never

45. How would you rate the cooperation you usually get from others in the school? (circle number)

________(57)

1. Excellent
2. Good
3. Fair
4. Poor

46. In a typical day, how much tension and friction is there among the people in your school? (circle number)

________(58)

1. A great deal
2. A fair amount
3. Very little
4. None

47. How much tension and friction is there between your school and other schools in the district? (circle number)

________(59)

1. A great deal
2. A fair amount
3. Very little
4. None

48. How would you rate the planning, organizing, and scheduling of the work in your school? (circle number)

________(60)

1. Excellent
2. Good
3. Average
4. Poor

49. Considering what the school district expects of you in your job and the conditions under which you work, do you think the school district: (circle number) ________(61)

1. Expects too much
2. Expects about what is right
3. Expects very little
4. Fails to make expectations clear

50. How well does your administrative supervisor and those above him understand the technical problems you face in doing your work? (circle number) ________(62)

1. Very well
2. Rather well
3. Not very well
4. Not at all
5. My supervisor understands, but those above don't
6. My supervisor doesn't understand, but those above him do

51. List the three things you like most about your job. _____(63-65)

1. ____
2. ____
3. ____

52. List the three things you like least about your job. _____(66-68)

1. ____
2. ____
3. ____

53. How much chance do you have for visiting with others in the school district during or after working hours? (circle number) ________(69)

1. A great deal
2. A fair amount
3. Very little
4. None

54. How many people in the school district do you consider to be your personal friends? (circle number) ________(70)

1. 10 or more
2. 5 to 10
3. 3 to 5
4. 1 to 2
5. None

55. If you were to change jobs in the school district, which job would you like to have? ________(71)

____

____

56. How good do you think the chances are for your getting a better job in the school district? (circle number) ________(72)

1. Excellent
2. Good
3. Fair
4. Poor

57. How much do you think the school district would help you in preparing for a better job? (circle number)

________(73)

1. As much as possible
2. Quite a bit
3. Very little
4. Not at all

58. How good is the work done by your school compared to other schools in the school district? (circle number)

________(74)

1. The very best
2. As good as most
3. Below average
4. The very worst
5. My school is the only one of its type in the district

59. How would you rate the working conditions in your school compared to other schools in the school district? (circle number)

________(75)

1. The very best
2. As good as most
3. Below average
4. The very worst

60. Who makes the most important decisions in your school? (circle number)

________(76)

1. Your administrative supervisor
2. The person above your supervisor
3. Top administrators
4. Your subordinates
5. The school as a whole
6. Unit leader or Department chairman
7. Don't know

61. How much turnover have you had in your school during the past two years? (circle number)

________(77)

1. A great deal
2. A fair amount
3. Very little
4. None

62. Where do you most often learn what is going on in the school district? (circle number)

________(78)

1. Official bulletins
2. Your administrative supervisor
3. Your fellow workers
4. Your subordinates
5. People outside the school
6. Newspapers
7. Rumors, the "grapevine"

63. How free do you feel about talking over job problems with your administrative supervisor? (circle number)

________(79)

1. Very free
2. Fairly free
3. Not very free
4. Not at all free

CARD #1 (80)

CARD #2

District Number ________(1)
Unit Number ________(2)
Questionnaire ________(3,4)

64. How free do you feel about talking over job problems with the person above your administrative supervisor? (circle number) ________(5)

1. Very free
2. Fairly free
3. Not very free
4. Not at all free

65. How would you rate the people who run your school as to ability? (circle number) ________(6)

1. Excellent
2. Good
3. Fair
4. Poor

66. How would you rate the people who run your school district as to ability? (circle number) ________(7)

1. Excellent
2. Good
3. Fair
4. Poor

67. How much consideration are your ideas or suggestions given by your school? (circle number) ________(8)

1. A great deal
2. Somewhat
3. Very little
4. Not at all

68. How much consideration are your ideas or suggestions given by your school district? (circle number) ________(9)

1. A great deal
2. Somewhat
3. Very little
4. Not at all

69. If, because of unusual problems, your school needed you to perform extra duties or work longer hours, would you: (circle number) ________(10)

1. Volunteer gladly
2. Wait to be asked
3. Not mind being asked
4. Rather not be asked
5. Refuse, if possible

70. If there was a conflict or difference of opinion in which you were involved, how much fairness do you think your school would show you? (circle number) ________(11)

1. A great deal
2. A fair amount
3. Very litle
4. None

71. If you had a serious personal problem that interfered with your work, how much consideration do you think you would get from your school? (circle number) ________(12)

1. A great deal
2. A fair amount
3. Very little
4. None

72. How would you rate the strictness of the rules of the school district? (circle number) ________(13)

1. Very strict
2. Average
3. Somewhat easygoing
4. Very easygoing

73. With regard to strictness of rules, would you like: (circle number) ________(14)

1. More strictness
2. The same
3. Less strictness

74. How much do you think the school district is interested in your welfare? (circle number) ________(15)

1. Very much
2. Quite interested
3. Not very interested
4. Not at all interested

75. Would you recommend to a friend that he work for this school district? (circle number) ________(16)

1. Yes
2. No

76. Thinking ahead five years, would you want to be working for this school district? (circle number) ________(17)

1. Yes
2. No

77. If you could make changes that would make the school a better place for you to work, what three changes would be most important to you? _____(18-20)

1. ________________________________
2. ________________________________
3. ________________________________

78. What do you understand to be the purposes of an accountability system? _____(21-22)

1. ________________________________
2. ________________________________
3. Circle if not applicable or don't know

79. Would you like to know more about accountability systems? ________(23)

1. Yes   2. No   3. Not applicable

80. Why would you like to know more about accountability systems? ______(24-25)

1. ____________________

2. ____________________

81. Who could you ask in your school district for more information about accountability systems? ________(26)

1. ____________________

____

2. Circle if not applicable or don't know

82. Do you know if your school district has an accountability system? (circle number) ________(27)

1. Yes   2. No   3. Not sure

83. If your answer is "yes" to the above question, in any way are you directly involved in the accountability system? (circle number) ________(28)

1. Yes   2. No   3. Not sure or Don't know

84. In what ways are you directly involved in the school district's accountability system? _____(29-31)

1. ____________________

____

____

2. ____________________

____

____

3. Circle if not applicable or don't know

85. How would you rate the school district's accountability system in achievement of its goals? (circle number) ________(32)

1. Excellent
2. Very good
3. Good
4. Average
5. Fair
6. Poor
7. Not applicable or don't know

86. What suggestions might be helpful in improving the school district's accountability system? _____(33-36)

1. ____

____

2. ____

____

3. ____

____

4. Circle if not applicable or don't know

BLANK (37-79)

CARD #2 (80)

Thank You Again

5. What are the main rules around here that everyone has to follow? (Specify.) How well do they work?

6. What are the busy times around here? What is your workload like? Why? (Spell out.)

C. Information Systems

*1. What ways are there to find out what's going on around here? (Any others?)

2. How does the school system keep up with what's going on elsewhere? What kind of things is it most interested in keeping up with? (Note "things" is plural.)

*3. How does the school system make use of a person's experience and ideas? (Give examples.)

4. What does the school system say it stands for? How does it get its message across? (Both what media and how effectively.) What do outsiders think of the school system? (Please specify which groups have which attitudes.) Why? (For each.) How do you know?

D. Dynamic System Properties

*1. Make believe this school system is a person. Think about the person for a minute. Describe that person to me so I can get a good idea of the picture you have in mind. Is he/she always like this? (If not, what other pictures come to mind?)

2. How much energy (pep, bounce, get-up-and-go) does the school system have? All the time? In what ways is this energy useful, or is it just spinning wheels? (Give examples.) How strong is this school system? (Tell me what you mean.)

3. How much do the people here really know about what they're doing?

*4. A little while ago I asked you to pretend this school system was a person and to describe the person. Think about that person again for a minute. . . think of that person doing something. What is he/she doing?

E. Future

1. Suppose you were the head of this school system and had to make long range plans for it. What do you think would be the most important things about the school system that you should have to keep in mind in making these plans.

2. Suppose this school system had to stop doing some of the things it now does. Assuming you job would not be affected, what should not be changed? Why?

3. What future do you see for this school system? (Why?)

F. Does This School System Have an Accountability System?

1. If answer is YES, then can you describe its purposes and how it works. In what ways are you involved? How has it affected the people here?

2. If answer is NO, then has this district ever had an accountability system? Can you tell me about it. How did it work, were you involved? How did it affect the people here.

3. If answer is NO to both the above, then what do you understand to be the goals and purposes of an accountability system, what questions do you have about accountability?

   Do you think this school district will ever have an accountability system? Why or why not? (When?) If it were to have an accountability system, could you suggest the effect it would have on you and on others in your school system? (Can the respondent use adjectives to describe this effect.)

Interviewer Note: By "effect" we mean what changes: education, roles, tasks and activities, "routine" changes, structural changes, and then finally burdens on the teachers (or time saving features). "Effect" also suggests changes in a person's emotional outlook towards others and towards his work.

G. Conclusion

1. Thinking back over the things we've talked about, do you think most people here would look at these things the same way you do? Why?

2. I've asked you a lot of questions. Do you have any you'd like to ask me? Do you have any questions about our study? Thank you for your help.